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# LIBRARY EXTENSION

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AMERICAN LIBRARY ASSOCIATION

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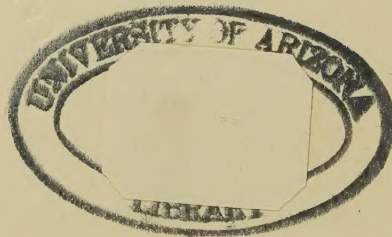
*A Study of*

PUBLIC LIBRARY CONDITIONS  
AND NEEDS

BY THE COMMITTEE  
ON LIBRARY EXTENSION  
OF THE  
AMERICAN LIBRARY  
ASSOCIATION

Chicago  
American Library Association  
1926

*Printed in the U. S. A.*





*The best reading  
for the greatest number,  
at the least cost.*

MOTTO OF THE  
AMERICAN LIBRARY ASSOCIATION

"After the church and the school, the free public library is the most effective influence for good in America."—THEODORE ROOSEVELT.

"The better part of every man's education is that which he gives himself, and it is for this that a good library should furnish the opportunity and the means."—JAMES RUSSELL LOWELL.

"The public library is America's continuation school. It is the most democratic of American educational institutions."—WILLIAM ALLEN WHITE.

The public library statutes "declare that it is the public policy of this state that the equipment and maintenance of such libraries, as therein described, serve a useful public purpose, by promoting the general educational interests of the people. The legislature obviously regards free public libraries as appropriate agencies to carry out such public purpose and hence granted to municipalities and towns the authority to levy special taxes for their support. The power of taxation cannot be conferred on these subordinate state agencies for any other than a public purpose."—SUPREME COURT OF WISCONSIN.



# CONTENTS

	PAGE
OBJECTIVES AND FINDINGS: A SUMMARY . . . . .	9
FOREWORD . . . . .	15

## PART I

### PRESENT PUBLIC LIBRARY FACILITIES

1. Public Library Service Today . . . . .	19
2. Who and Where Are the People without Public Library Service . . . . .	29
3. Units of Service and Support . . . . .	38
4. The State as the Leader in Library Service . . . . .	51
5. What the School is Doing . . . . .	67
6. Library Service to Negroes . . . . .	73
7. Library Service in the Territories and Dependencies . . . . .	79
8. Universal Public Library Service . . . . .	86

## PART II

### METHODS FOR PROMOTING PUBLIC LIBRARY DEVELOPMENT

9. Objectives and Program . . . . .	91
10. Active Library Extension through Field Agents . . . . .	97
11. Nation-wide Publicity . . . . .	100
12. Surveys and Programs for Library Development . . . . .	105
13. Study and Improvement of Library Laws . . . . .	110
14. Demonstrations and Experiments . . . . .	114

APPENDIX . . . . .	121
--------------------	-----

Public library statistics, 122; People without public library service, 126; Background of the library situation, 129; State book service, 132; Provincial book service, 133; State library extension agencies,

134; Provincial library extension agencies, 135; Organization of state and provincial library extension agencies, 137; State libraries, 141; University library extension agencies, 144; County libraries, 145; Township libraries, 154; Negroes having public library service, 154; Forms of public library service to Negroes, 155.

#### MAPS

A city library system, Toledo, Ohio, 40; A county library system, Harris County, Texas, 43; State library extension agencies, 50; Public libraries in the United States, opp. 128; Public libraries, Canada, opp. 128.

INDEX..... 159



# LIBRARY EXTENSION

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## Objectives and Findings

### A SUMMARY

#### OBJECTIVES

**The ultimate goal:** adequate public library service within easy reach of everyone in the United States and Canada.

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1. A public opinion convinced of the value of public libraries and of high standards of library service;
  2. Effective city libraries reaching their whole service areas;
  3. The county or other large unit as the basis for adequate rural public library service;
  4. A strong state library extension agency in every state and province, to lead in library development, to give supplementary book service, and to give direct service until public library service is developed.
- 

**Organized effort** toward these objectives on the part of the American Library Association, in the closest cooperation with other interested agencies, through:

1. Field agents, for assistance in the establishment of state library extension agencies, county libraries and local libraries and the improvement of existing libraries;
2. Publicity, especially through rural social agencies and educational mediums;
3. Free and wide distribution of publications to encourage library development;

4. Surveys of library conditions and needs, to develop state-wide or local library programs;
5. Study and compilation of library laws, drafting of model legislation;
6. Encouragement of demonstrations and experiments, especially in the state and county fields;
7. Encouragement of private subsidies as an aid to library extension;
8. Further study of library extension problems.

#### FINDINGS

##### **Available public library service**

6,524 public libraries in continental United States and Canada.

68,653,275 volumes in public libraries, only six-tenths of a book per capita for all the population of 114,499,103.

237,888,282 volumes issued from them in a year, only 2 per capita for all the population.

\$37,094,303 expended for public libraries in a year, only 32c per capita for all the population.

There are well organized, adequately supported libraries, giving fine service, but there are also many with meager support, often from informal community effort rather than from public funds, unable to give adequate service.

A basic reason for this situation is that public opinion is still uninformed of the value and the comprehensive service of a good public library.

##### **People with and without public library service**

64,029,517 people in continental United States and Canada, 56 per cent of the total population, live in public library service areas.

50,469,586 people, 44 per cent of the total population, are without access to local public libraries. Every state and province except Massachusetts and Rhode Island contributes to this total.

The problem of public library service for 50 million people now without it is large enough to challenge the best thought and effort of the citizenry. It is nation-wide, though it presents different aspects in different parts of the country.

3,415,418 urban people, 6 per cent of the entire urban population, are without public library service.

47,054,168 rural people, 83 per cent of the entire rural population, are without public library service.

7 per cent of the people without public library service live in urban communities; 93 per cent live in the open country or in communities of less than 2,500 population.

1,135 counties out of 3,065 in the United States, have no public libraries within their boundaries.

The use made by rural folk of the library facilities they have, the growing interest in books and library service on the part of rural leaders and organizations, the rising standard of rural living, the advance in rural education, show that the time is ripe for rural library extension.

Inequality of library opportunity between city and country is too undemocratic to continue.

4 cities of 25,000 to 100,000 population, 55 cities of 10,000 to 25,000, 577 villages and small cities of 2,500 to 10,000 are without public libraries.

More city libraries are needed for the larger communities; the smaller communities would gain more from county library service.

The many suburban communities without public libraries present a distinct problem.

**Units of service and support**

The city or village has been the usual unit of library service and support.

The New England town was the first rural unit. Town libraries are common all through the New England states.

The township library developed in the middle west. 475 libraries now have township support.

The county library developed with improved transportation. 223 counties in 32 of the 48 states are now spending county funds for public library service. Hawaii also has 4 county libraries.

The very small library is uneconomic and ineffective.

The county has proved to be the best rural library unit for most of the United States. The good county library gives high-grade public library service to every resident of the county, at reasonable expense.

Other large unit libraries may be needed, as in a large part of Canada, where counties do not exist.

**The state as the leader in library service**

38 states have library extension agencies in operation, 3 more have laws providing for them, 7 are without agencies, or legal provision.

2 Canadian provinces have regular library extension agencies, 1 has legal provision, 4 have provincial book distribution from an agency of some sort, 2 have nothing.

1,746,483 volumes were issued from all these state and provincial library agencies in a year, a number large enough to show the need of the service, but utterly insignificant as compared with the total of 50 million people without local public library service. The circulation of the Indianapolis Public Library, in a city of three hundred thousand, is greater than this issue from all the state and provincial library agencies in the United States and Canada.



Many of the existing state library extension agencies are seriously handicapped by lack of income, staff, books, in meeting the demands for books and advisory service already made upon them, and are unable to build up the larger service needed.

The university library extension specialized information service does not take the place of state library extension or public library service. Library service can best be given through libraries.

Limited book distribution is given from other state agencies. Correlation of all library extension work is needed, to ensure economical and effective service.

A strong state or provincial library extension agency is needed in each state or province to lead in the establishment and development of public and other libraries, to give them supplementary book service, and to give direct book service to individuals and communities until they have public library facilities.

#### **Public library service to Negroes**

55 public libraries in 14 Southern states serve Negroes.

1,010, 741 Negroes live in their service areas.

7, 674, 844 Southern Negroes, 89 per cent of the total, are without public library service.

A special problem in Southern states is the further development of extension public library service to Negroes, as part of the regular public library system.

#### **The territories and dependencies**

Hawaii has set a notable example of universal library service through four county libraries.

The Panama Canal Zone has provided for its smaller library needs.

Alaska, the Philippine Islands, Porto Rico, have great library needs and problems, requiring individual study, possibly through library surveys.

The smaller dependencies have library service in varying degrees, the need being for a development of existing facilities and education in their value and use.

### **Universal public library service**

Local public library service for every one is needed ultimately, rather than state or provincial service, because the public library gives personal contact between reader and librarian, between reader and book collection, as state service can never do.

The informal community service that a school or other local institution library with average resources can give does not take the place of the larger city and county public library service; it may even retard its development. The school is, however, a usual service station of county and other rural libraries and of the city library, if needed.

Universal public library service has been achieved in the Hawaiian Islands, the Panama Canal Zone, Massachusetts and Rhode Island. The goal has almost been reached in England and Czecho-Slovakia.

## FOREWORD

TO CONSIDER what the American Library Association should do to assist in the development of adequate library service for people who are now without it" was the task given the Committee on Library Extension. It was created as a standing committee by vote of Council at the Midwinter Meetings, January 3, 1925, following a spirited discussion of the need for action, and members were appointed in March.

Lack of exact information on the present status of library extension was a handicap discovered at once and reported at the Seattle Conference in July, 1925. A small grant from the Carnegie Corporation made possible the employment of an executive assistant, drawn from the field of state library extension, and intensive study began in December. As a report was desired for the semi-centennial conference, it was evident that a rapid "pathfinder study" must be made, not a thorough and exhaustive survey. The cordial cooperation of state library extension agencies, state library associations, individual librarians, made this possible.

A tentative first draft of the report was sent in April to state workers. It was discussed by them at an open meeting held at Signal Mountain, Tennessee, April 24, in connection with a meeting of the Southeastern Library Association. Extension problems were also discussed at one session of the association from the point of view of Southern needs and conditions. Comments and additional information came by letter from most of the other states.

Statistics were taken as far as possible from reports and bulletins of state library extension agencies, supplemented through correspondence. Material already collected by the Committee on the Library Survey and the Commission on the Library and Adult Education, and reports of individual libraries already on file at headquarters, were also used. In South Carolina and Florida information was gathered by officers of the state library associations. In other states without state agencies, help was secured in the compilation of lists of public libraries. A form letter and return post card, asking for a few fundamental facts, was then sent each library on these lists. For Canada the central sources of information were the Inspector of Public Libraries, Ontario, the Librarian of the

Dominion Bureau of Statistics and the Secretary of the British Columbia Library Commission, but many others helped.

The totals computed for income, circulation, volumes, do not quite tell the whole story. No state gets 100 per cent returns in its collection of statistics. National totals based on incomplete state totals will of course have a wider margin of error. The fundamental facts of the number and distribution of the people with and without public library service, can, however, serve as a basis for a national program of library extension.

July 1, 1926.



PART I  
PRESENT PUBLIC LIBRARY FACILITIES



## CHAPTER I

# Public Library Service Today

**H**OW many of the people of the United States and Canada have access to public libraries? How many are still without such service, and where do they live? How far have public libraries spread, how strong have they grown in the fifty years since the organization of the American Library Association? How far off is the goal of universal library service? It is time to take brief account of the progress already made in library extension and to take a look ahead.

### What is a "public library"?

There is no accepted definition of the term "public library" among the state library extension agencies, which list and count them. One includes tax-supported institutions only, calling the others "free libraries," or "association libraries"; another includes all that are giving free public service. Another includes all the branch libraries. Nor do they agree as to where the line should be drawn between a state traveling library station, supplemented somewhat through local initiative, and a library. The Wisconsin Supreme Court, however, ruled that an endowed library was a public library, since it gave free public service.\* Dr. Bostwick says: "In general, a 'public' library in the United States is either owned or controlled by the public, or freely accessible to the public; or it has two of these features or all three of them."\*\*

For a national extension study, it seemed wise to make the count inclusive. "Public library" has therefore been interpreted in a broad sense, to include all libraries that give general, free, public service, under any form of management and support, though data is probably less complete for the association libraries. Libraries which serve a limited group or charge a fee have, however, been omitted as far as distinguishable. The parish libraries of Quebec and the beginnings of library service in Saskatchewan villages under the name of mechanics'

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\*State ex rel La Crosse Public Library vs. Bentley. 163 Wis. 632.

\*\*Bostwick, A. E. The American public library. Appleton, 1923, Ed. 3, p. 20.

institutes, have therefore been omitted. School libraries are given separate consideration in Chapter 5. Each institution has been counted once, no matter how many branches it may operate. Aside from these decisions, the count of the various state library extension agencies has been taken. Usually they omit the reference libraries which supplement public library service in some of the larger cities.

### How many public libraries?

According to the preceding definitions, there are 5,954 public libraries in continental United States and 570 in Canada, making a total of 6,524 (*see* Appendix, Table 1), while in 1876 there were only 300 in the United States, according to the report of the Bureau of Education.\* Mere multiplication of numbers, to be sure, may or may not make for increased library service. New York City once had many independent small libraries. Now it has three strong systems, giving a larger service.

TOTAL NUMBER OF PEOPLE WITH AND WITHOUT PUBLIC LIBRARY SERVICE	
With,	
64,029,517	
Without,	
50,469,586	

### How many people have access to public libraries?

Footing the population by states and provinces of the municipalities, counties and other governmental units having public libraries, gives a count of 60,640,723 people in the United States, 3,388,794 in Canada, a total of 64,029,517 with public library facilities. That is, 56 per cent of the people (57 per cent in the states, 39 per cent in Canada) live in public library service areas. Nearly half of the people (the remaining 44 per cent) have no access to a service that many others take for granted. The question of who these people without public library service are and where they live is discussed in the following chapter.

\*U. S. Bureau of Education. Public libraries in the United States of America. 1876.



### Books available

The size of the library collection is an indication of possible service, though it is decidedly less significant than income or quality of staff. Statistics unfortunately cannot distinguish between the live, fresh collection, in good physical condition, and the run down, dead one. A library collection cannot be static, it must be constantly renewed, as books wear out under frequent use, and new books are published. The total count of volumes in public libraries is 68,653,275 (65,561,796 in the United States, 3,091,479 in Canada). That means not quite six-tenths of a book to a person for the whole population, with a high figure of 2 and a fraction per capita in Massachusetts and a low figure of six-hundredths in two states (*see* Appendix, Table 1). For the people in library service areas it means only 1 and a fraction per person. One standard set for library service is one and a half volumes per person in the average community; in a very small place a much larger proportion is needed to allow any range of choice.\*

### Use of libraries

The valuable reference service of the skilled librarian, the help to the individual reader in selecting the book that fits his needs, even the use of books in the library building, cannot well be put into figures. It is all part of "library service" as distinguished from a library building or a collection of books.

For the use made of libraries, the figures most easily collected and most dependable are those that show the circulation of books for home reading. In the last year for which reports are available 237,888,282 volumes were issued (226,142,926 in the United States, 11,745,356 in Canada) or 2 per capita for the whole population, 3.71 per capita for the people living in library service areas (*see* Appendix, Table 1). The range for the whole population of a state was from eighteen-hundredths in Arkansas to 7.33 in California. The minimum standard for good library service is 5 per person in cities of 40,000 or over, increasing to 6 in cities of from 10,000 to 40,000, and to 8 in smaller communities.\*\* Actually many libraries have a higher figure, running up to 11 or more.

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\*Wisconsin Conference of Social Work. Official scoring schedule for public library in Wisconsin better cities contest. 1924.

\*\*Same.

### **The library staff**

A statistical study cannot cover a highly important part of library service—the librarian and assistants. It is frequently said that the library is three-fourths librarian. Questions of library personnel and training are, however, the special study of the A. L. A. Board of Education for Librarianship, which expressed the conviction, in a preliminary report, that “in the making of good libraries and good library service no other essential is so important as carefully chosen, well educated, and thoroughly trained librarians.”\*

### **Management**

Classification of types of library administration has not been attempted. In most parts of the country a publicly supported library is administered by a publicly appointed, official library board. In the older East, where endowments are often found, there are many library associations and corporations, created sometimes by will or deed of trust. Libraries financed from year to year through private initiative are often governed by informal library associations or directly by the club which established them.

### **Mode of support**

At least 4,495 public libraries are supported entirely or partially from public funds, 1,596 from private sources, leaving a small group of 433 whose source of income could not be determined. That the library is a public institution, to be supported by public taxation, is increasingly but as yet far from universally recognized. For example, a ruling of the Indiana Supreme Court\*\* gave public library boards the right to determine the tax needed, on the ground that public libraries were a part of the educational system of the state, and that the constitution had specifically provided for a system of public education. The federal Bureau of Internal Revenue ruled, in exempting the librarian of one library as a public official from payment of income tax, that “it is a well recognized duty of the state to establish and maintain at the expense of the taxpayer a system of education, and

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\*A. L. A. Temporary Training Board. Report, 1924. A. L. A. Proceedings, 1924: 257.

\*\*School City of Marion vs. Forrest, 168 Ind. 94, discussed in Wildermuth, O. L. Sources and responsibilities for public library revenue. *Library Journal*, 46:109, Feb. 1, 1921.

in the opinion of this office the establishment and maintenance of libraries is essential to the proper discharge of this duty.”\*

According to a recent editorial in *New York Libraries* “there is no better test as to the public esteem in which any institution or organization is held than the readiness of the public to support it by taxation and the degree of support that is thus granted.”\*\*

The head of the demonstration state work in Louisiana, Essae M. Culver, speaking at a meeting of the League of Library Commissions, January 1, 1926, said:

One of the great obstacles to the organization and maintenance of libraries is the already established attitude—that is not peculiar to Louisiana—that the library is a charitable institution. . . . All but five public libraries are supported by money-raising entertainments or private subscription. One of the largest libraries in the state has this year been included in the Community Chest, along with the indigent old people, Charity Ward Association, Salvation Army and others. This attitude cannot be overcome all at once and a campaign of education only will establish the library as a tax supported educational institution, along with the university and the schools, in the minds of the people.

Legal provision for tax support varies widely from state to state. In some states the council or other taxing body makes an annual appropriation from general funds based on a budget submitted by the library board. In other states a library tax is levied, the exact rate being usually determined each year by the tax-levying authority, though a minimum or a maximum rate, or both, may be fixed by law. The Ontario library law, for example, requires a minimum levy equal to 50 cents per person in the community to be served.

State or provincial grants of very small sums (from less than \$100 to \$500) are made in most of the New England and Middle Atlantic states and Canada. New Jersey is concentrating its state aid fund on new county libraries, allowing as much as \$8,000 toward the purchase of the initial book collection.

Separate count of endowed libraries could not be made. Many of them receive some tax support, and therefore are so classified. Others are strictly privately supported libraries. The value of endowment or trust funds, to supplement those received from taxation, in extending, enriching and improving the work of libraries, was recognized in a recent resolution of the A. L. A. Council, with the suggestion that gifts

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\*Discussed in *Wisconsin Library Bulletin*, 22:46, Feb. 1926.

\*\**New York Libraries*, 10:4, Nov. 1925.

and bequests be so made "that changed conditions may be properly met in a legal way without destroying the usefulness and general purpose of the fund."\*

### Income and expenditures

The amount these libraries have to spend affects very appreciably the service they are able to render. Separate figures for tax support were not available from all the states. The total income or expenditure, for a year, \$37,094,303 (\$35,347,156 in the United States and \$1,747,147 in Canada) sounds impressive at first, especially beside the 1876 figure of \$518,548 in the United States. But compared with \$1,580,671,296 for public schools, or \$128,117,243\*\* for public higher educational institutions, how small an amount is spent for the people's university, the continuation school with no age limit! It is little more than the cost of one battleship, several million less than is spent for chewing gum. The country is spending four hundred million dollars for soft drinks, one billion dollars for candy, four hundred and fifty million for radios, eight hundred million for moving pictures, three billion for automobiles and motor trucks.\*\*\* It seems reasonable to suppose that it could afford adequate public library service.

If the expenditure for public libraries were evenly distributed over the whole country it would be only 32 cents per person. Actually, per capita figures for the several states show a wide range from 2 cents in two states to \$1.08 in California (*see* Appendix, Table 1). For the people in library service areas, the cost is 58 cents per capita. Compare any of these figures with the price of a single magazine or of one admission to a good moving picture show. They are all far below the cost of a new book, or a magazine subscription.

As a standard for library support the American Library Association adopted the following, after a careful study of library resources and service in different parts of the country:

\$1 per capita of the population of the community served is a reasonable minimum annual revenue for the library in a community desiring to maintain a good modern public library system with trained librarians. . . Communities desiring their libraries to supply these needs extensively and with the highest

\*Remember the library. A. L. A. 1926. broadside. Also in A. L. A. Bulletin, 20:28-9, Feb. 1926.

\*\*U. S. Bureau of Education. Biennial survey, 1920-1922, v.2, p. 2.

\*\*\*Crain's market data book, 1925-1926.



grade of trained service, will find it necessary to provide a support much larger than the minimum of \$1 per capita.\*

Individual public libraries giving a high grade of service are actually spending more than this, among the number Boston, Cleveland, Detroit, Newark, Portland, Ore. Massachusetts reports 86 libraries which meet or pass this standard, Ohio, 26.

#### ONE YEAR'S EXPENDITURES FOR PUBLIC LIBRARIES AND FOR LUXURIES

Public libraries,

\$37,094,303

Chewing gum,

\$40,870,914

Soft drinks,

\$400,000,000

Radio,

\$450,000,000

Movies,

\$800,000,000

A recent study of financial statistics of cities of over 30,000 population shows that in the two decades from 1903 to 1923, library expenditures increased from 19c per capita to 43c per capita, while school costs increased from \$3.86 to \$12.87. Allowing for the decreased purchasing power of the dollar, there was an actual library increase of only 25 per cent. Moreover, library expenditures were only 1.3 per cent of the total municipal activities.\*\*

#### Averages

The "average" library exists only in the statistician's mind, though it might be said that the average library spends \$5,680,

\*What is a reasonable income for your library? A. L. A. broadside.

\*\*How American cities spend their incomes. *Library Journal*, 51:81-82, Jan. 15, 1926. Based on U. S. Bureau of the Census. Financial statistics of cities having a population of over 30,000, 1923. 1925.



owns 10,523 volumes, issues 36,463 books a year. Actually, there is the Chicago Public Library at one extreme, with its expenditure of \$1,377,741, its collection of 1,402,136 volumes, its circulation of 10,613,978 volumes through a central library, 46 branches, many stations, school deposits and smaller agencies. Typical of the other extreme is the Point Clear Public Library in Alabama, described in a recent library periodical under the caption "The smallest organized library."\* It has a regular board of trustees, a librarian, and is cataloged. But it contains only 617 volumes and is open once a week.

### **Individual states**

Tables following the text show library facilities by states, in geographical regions corresponding as closely as possible to the regional library associations. Comparisons of states ought, however, to take into account not only number of people, but also density and rate of increase of population, assessed valuation, topography, character of population, traditions, state of economic development. These factors may account for the fact that whole sections and individual states rank low in percentage of people served and in per capita expenditure for public library purposes—the best library extension tests. Another consideration is the rate of progress in the last few years, to be determined only by a comparison of recent reports of the state library extension agency. A state may stand far down the list in actual achievement, and yet be moving faster in library development than states which now out-rank it.

### **Uneven development**

The present state of public library development all over the country might be summed up in words written about one of the richest of the states:

The figures well illustrate how irregular, casual and fortuitous has been library development thus far in the different parts of the state and how far from any accepted standards of facilities, service and support this movement still is, in spite of the huge totals that the reports show. It may be doubted whether any other institution or undertaking in our civic life, representing anything like the interest that our libraries do, shows such utter irregularity and such sharp contrasts in different parts of the state as does the public library cause. There is much talk and criticism today of the inequalities still existing in school facilities for different groups of population in the state.

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\*Library Journal, 49:116, Feb. 1, 1924.

Earnest and ambitious efforts are now being made to remedy this condition and the state is ready to spend millions of dollars in this effort. Every normal instinct of a democratic people is in support of such efforts. But these inequalities in school facilities are as nothing to the inequalities now existing in library facilities.\*

### Summary

6,524 public libraries in continental United States and Canada.

64,029,517 people, 56 per cent of the total, live in public library service areas.

68,653,275 volumes in public libraries, only six-tenths of a book per capita for all the population of 114,499,103.

237,888,282 volumes issued from them in a year, only 2 per capita for all the population.

\$37,094,303 expended for public libraries in a year, only 32c per capita for all the population.

There are well-organized, adequately supported libraries, giving fine service, but there are also many with meager support (often from informal community effort rather than from public funds), unable to give adequate service.

A basic reason for this situation is that public opinion is still uninformed of the value and the comprehensive service of a good public library.

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\*Editorial, *New York Libraries*, 9:162, Feb. 1925.

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QUEBEC (in French). G.-E. Marquis. 1925. pam. (An address by the director of the Quebec Bureau of Statistics.)

## CHAPTER 2

# Who and Where Are the People Without Public Library Service

OVER fifty million people, 44 per cent of the population of continental United States and Canada, are without access to local or county public library service—to be exact, 50,469,586 people, 45,069,897 in the United States, 5,399,689 in Canada.\* (These figures are the result of an actual count by states and provinces of the population of the cities, counties and other governmental units, with and without public library service.) To be sure, in thirty-eight states they may write to their state library extension agency for books; in six provinces they may call on a provincial library extension agency or book distributing center of some sort. In thirty-four states and two provinces they may use the specialized university library extension information service. They may have limited service from a school library. But they lack the personal service of the public librarian, the chance to see and handle books, to be “exposed” to them.

### A widespread problem

These people live in every state and province except Massachusetts and Rhode Island (*see* Appendix, Table 2). The remaining New England states have a comparatively small number, for they too have years and book traditions behind them. The surprising thing is the large count in states like New York and Pennsylvania, Ohio, Indiana and Illinois, which have many large libraries. The largest number is in Pennsylvania, 3,500,000, as reported by the State Library; the highest per cent of the total 85, in Arkansas. Outside of New England, the smallest number is 13,862 in Wyoming, the smallest per cent 3, in California. The Southeast and the Southwest, the Mountain States, even highly developed California, contribute to the total. We can no longer place the blame for the situation entirely on economic after-effects of the Civil War or on our rapidly passing

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\*All population figures in this book are based on the U. S. Census, 1920, and Canada, 1921.

frontier. On the other hand, the proportion of people without library service does run much higher in the South and West.

The Canadian provinces show a wide variation. Library service is quite undeveloped in the Maritime Provinces. In Quebec, complications of language, of church, of two school systems affect the library situation. Many of the people and communities counted as without public library service have parish or church institution libraries, yet these can scarcely be counted as public libraries. Ontario has taken the lead in library development. The newer western provinces have libraries in all the larger communities. All but the Maritime Provinces have vast stretches of undeveloped territory to the north, not settled enough for public library service of any sort. The Northwest territories of Keewatin and Mackenzie have no libraries, nor are they yet ready for them. The Yukon has three small libraries. The territories and dependencies of the United States are discussed in Chapter 7. Figures are not added to those of the states, since conditions and problems vary so greatly. With the notable exception of Hawaii, the public library movement is in a very elementary stage.

### Urban communities

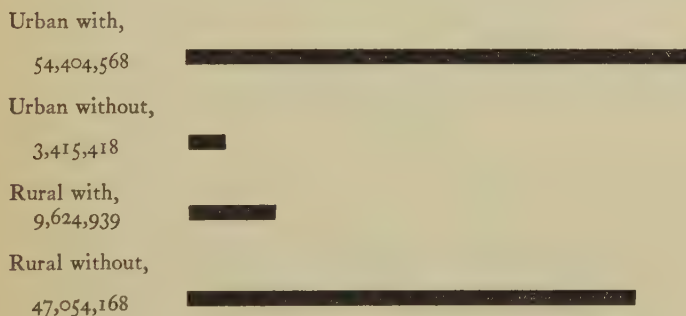
Of the total unserved, 7 per cent is urban. People living in villages and cities of over 2,500 population without public library service number 3,415,418, 6 per cent of the entire urban population (2,917,606 in the United States, 497,812 in Canada). Four cities of over 25,000 are without public libraries: Altoona, Pennsylvania, 60,331, and Austin, Texas, 34,876; Quebec, 95,193, and Verdun, 25,001 (also in the Province of Quebec); and 47 in the United States and 8 in Canada in the group of from 10,000 to 25,000. Among the small cities and villages of from 5,000 to 10,000 population, 147 have no public libraries; of those from 2,500 to 5,000, 430 are without them. The count of urban communities (2,500 and over) without public libraries is 558 in the United States, and 78 in Canada, a total of 636 (*see* Appendix, Table 2).

For the larger communities there are reasons for this, or at least extenuating circumstances. Quebec has a provincial or legislative library and also the library of the Institut Canadien de Quebec, a French-Canadian men's club of a literary and social nature. According to its rules, only members are allowed to use the library; in practice it is open to the general public, the greater proportion of



borrowers being children. Austin has a university library and a state library. Altoona had a Mechanics' Institute library, now turned over to the schools. Public library service is not unnecessary but is retarded by the fact that these other institutions serve an influential group. Many more of the smaller cities have college or normal school libraries. Others are suburbs of large cities, so that those who most want books can pay for non-resident use of the large library. Suburbs have many problems besides those of libraries.\* Often they could obtain better library service from a branch of the large neighboring library than from a small local institution. Legal provision for such contract service is not always flexible nor does it always provide for adequate support. The library problem of the suburb deserves special study. Railroad, mining, oil towns, present special difficulties. The urban communities unserved may be said to form only a small part of the total, to present special and individual difficulties. Moreover, many of them are small enough to need county rather than local service.

URBAN AND RURAL PEOPLE  
WITH AND WITHOUT PUBLIC LIBRARY SERVICE



### A rural problem

The problem then is primarily rural, for 93 per cent of the people without public library service live in the open country or in villages of less than 2,500 population. The total number of rural folk without

\*See Douglass, H. P. Suburban trend. Century, 1925.

access to public libraries is 47,054,168, or 83 per cent of the entire rural population (42,152,291 or 82 per cent in the United States, 4,901,877 or 93 per cent in Canada). For this study the line between rural and urban was drawn uniformly at 2,500, departing from the Canadian census which counts all villages as urban. There are 1,135 whole counties in the United States without any public libraries within their boundaries, a few in Pennsylvania, some in every state South and West of it (*see* Appendix, Table 2). Do these 47 million rural people need books any less than city people?

### **The rural folk**

These rural folk are largely of native American stock (aside from the large Negro element in the South), of the same blood which has built up and freshened the cities. The older generation was probably educated in the little red schoolhouse, but many of the younger have traveled by bus to the consolidated school and taken the high school course. Others have also had the short course at the state agricultural college or attended movable schools of agriculture. College graduates may still be in the minority, but they are to be found in increasing numbers. Young and old have had the stimulus of widespread agricultural extension work, one of the outstanding developments of recent years. County agents and home demonstrators, boys' and girls' club leaders, Smith-Hughes teachers, are working on the ground with small groups, teaching by project or demonstration method, building up a higher standard of living as well as increasing the productivity of the farm. Rural organizations such as the cooperatives, the Farm Bureau, the Grange, the Farmers' Union, in Canada the United Farmers and the Grain Growers Associations, are developing leadership in addition to improving farm conditions. Perhaps this is only the bright side of the story. There are undoubtedly many remote districts, isolated individuals, out of the march of progress. But the general situation is well described by former Governor Lowden, in an address before the Department of Superintendence of the National Education Association, February, 1926:

The old isolation of the farm in a sense has been broken down by the telephone, the automobile, and the radio. Communication and interchange of visits between those who live in the country and those who live in the city are becoming more frequent all the time. The farmer knows how the city man lives. The farmer's wife knows the conveniences that the housewife in the city

enjoys. The farmer and his wife and their children know of the superiority of the city school over the country school. The time, therefore, has come when we must strive to equalize conditions of living upon the farm and in the towns and cities. We shall be unable much longer to maintain a double standard of living in the United States, as we have in recent years. If the inequalities which now exist shall continue we shall not much longer be able to keep the normal boys and girls upon the farm.\*

### Books a recognized need

Rural leaders are alert to the part books can play in this forward movement. They want equality of library opportunity, especially for their young people. At a meeting of representative and outstanding farm women in Chicago in March, 1926, under the auspices of the American Country Life Association and the *Farmer's Wife*, the needs of the farm home were discussed. "More libraries" heads the list of needs, in the official account of the meeting, and "adult education" comes a little farther down.\*\* Two thousand farm boys and girls in the South and West were recently asked by field agents of the Institute of Social and Religious Research to name their three chief recreations. When the results were tabulated, reading ranked fourth for boys, first for girls.\*\*\* The greater need for books in the country than in the city was emphasized by former Commissioner of Education Claxton, from recollections of his own country boyhood, in an address before the American Library Association:

I would like to say a few words in emphasis of the importance of providing books for people living in the open country and villages under rural conditions. For many reasons these people have more time for reading than city people, and will read the best books, of the best type, with more appreciation and profit. They read less for time-killing or mere entertainment, and more for information and inspiration. Their close and familiar contact with nature and the simple fundamental things of life gives them greater power of interpretation for the great literature of nature and life than city-bred people are likely to have, and their time for reading comes in larger sections and with less interruption.\*\*\*\*

The range of reading interests among country people is as wide as that of any other group, according to county and state librarians.

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\*Rural life and rural education. *Journal of the N. E. A.* 15:107, Apr. 1926.

\*\*Rowe, B. M. What are farm women thinking about? *Farmer's Wife*, 29:268-69, 295, May, 1926, and What's on the farm woman's mind. *Rural America*, v. 4, June, 1926, p. 3-5.

\*\*\*Foster, R. G. Problems of rural youth. *Rural America*, v. 4, May, 1926, p. 3.

\*\*\*\*Claxton, P. P. Libraries for rural communities. *A. L. A. Proceedings*, 1914:150.

They want not only practical information on agricultural topics, but, even more, the books that will take them out of their everyday life. A day's mail at the Wisconsin Free Library Commission included such requests as these, in letters with R. F. D. addresses:

HORNADAY. Two years in the jungle

LINDSEY. Revolt of modern youth

VAN LOON. Toleration

WIGGAM. Fruit of the family tree

HOLAND. Old Peninsula days

TERMAN AND LIMA. Children's reading

Material on Canadian mounted police, radio, construction of violins, cream factory management, farm management, parliamentary law (for a farmers' club), trapping

Investigations by rural sociologists have proved that private ownership cannot meet the entire book need in the country any more than in the city, valuable as is the influence of the home library. And it is harder to buy books, for a very limited range of selection is offered by the catalogs of the large mail order houses, or by the drug store or so-called bookstore in the average trading center. Farm journals, to be sure, are going into an increasing number of homes, as their large circulation figures show—two of them above the million mark. They have great influence, but they do not take the place of books, particularly for the children. The country weekly is widely read; the city daily is increasing its rural patronage. Women's and religious periodicals are common; general and children's magazines, unusual. Federal and state farm bulletins are distributed by the million. A survey of three consolidated school districts in Iowa made in 1924 showed that 263 farm homes had an average of 84 volumes each.\* According to a well-known reading survey made by J. O. Rankin in 1920-21, covering 1,338 Nebraska farm homes, newspapers and periodicals were in practically every home, farm papers in three out of four.\*\* The other extreme was shown by a study of tenancy in North Carolina in 1922, covering 1,000 homes in three counties. Over 65 per cent of the tenants took no magazines or

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\*Von Tungeln, G. H. Rural social survey of Hudson, Orange and Jesup consolidated school districts, Blackhawk and Buchanan Counties, Iowa. Iowa Agricultural Experiment Station. Bulletin 224, 1924.

\*\*Rankin, J. O. Reading matter in Nebraska farm homes. Nebraska Agricultural Experiment Station. Bulletin 180. 1922.



papers and 50 per cent had no book other than the *Bible*.<sup>\*</sup> The farmer's own idea about a home library was shown in a recent book contest at an Iowa Farmers' Institute. Each family was asked to bring from the home library the ten most worth while books. It was hard to single out one of the many good collections, but the prize was given for the following:<sup>\*\*</sup>

Shakespeare, complete  
Longfellow's poems  
Principles of rural economics, Carver  
The challenge of the country, Fiske  
Feeding the family, Rose  
Tale of two cities, Dickens  
Lorna Doone, Blackmore  
The mind in the making, Robinson  
The dictionary  
The Bible

With these magazines added:

Literary Digest  
Good Housekeeping  
Country Gentleman  
Youth's Companion  
Wallace's Farmer  
Cedar Rapids Evening Gazette

### Efforts to fill the need

One of the evidences that a book need exists and that public libraries are not meeting it, is the number of agencies that have stepped in to fill the breach. The General Theological Library, Boston, lends to clergymen in rural New England, issuing 30,000 volumes in a year, and McCormick Theological Seminary, Chicago, sends its books all over the country. Railroad employees of the Seaboard Air Line, the Baltimore & Ohio, the Santa Fé and other roads, are served by company traveling libraries. The Woman's Education Association circulated traveling libraries in Massachusetts up to 1925. Organizations like the Shut-in Society, Lend a Hand Society, the Church Periodical Club (Protestant Episcopal Church), the National Council of Jewish Women, are sending books and

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<sup>\*</sup>Taylor, C. C. Economic and social conditions of North Carolina farmers. North Carolina Board of Agriculture. No date.

<sup>\*\*</sup>Teeter, L. S. Iowa is a literary center. Publishers' Weekly, 109:1387-89, Apr. 24, 1926.



magazines to isolated individuals and groups. Well-meaning public libraries pass on books, too worn or out of date for their own use, to other communities. No one seriously considers such book distribution a substitute for organized public library service. The book service provided by the state library extension agencies for individuals or groups without local public library service is discussed in Chapter 4.

### Summary

50,469,586 people, 44 per cent of the total population, are without access to local public libraries. Every state and province except Massachusetts and Rhode Island contributes to this total.

The problem of public library service for 50 million people now without it is large enough to challenge the best thought and effort of the citizenry. It is nation-wide, though it presents different aspects in different parts of the country.

3,415,418 urban people, 6 per cent of the entire urban population, are without public library service.

47,054,168 rural people, 83 per cent of the entire rural population, are without public library service.

7 per cent of the people without public library service live in urban communities; 93 per cent live in the open country or in communities of less than 2,500 population.

1,135 counties, out of 3,065 in the United States, have no public libraries within their boundaries.

The use made by rural folk of the library facilities they have, the growing interest in books and library service on the part of rural leaders and organizations, the rising standard of rural living, the advance in rural education, show that the time is ripe for rural library extension.

Inequality of library opportunity between city and country is too undemocratic to continue.

4 cities of 25,000 to 100,000 population, 55 cities of 10,000 to 25,000, 577 villages and small cities of 2,500 to 10,000 are without public libraries.

More city libraries are needed, for the larger communities; the smaller communities would gain more from county library service.

The many suburban communities without public libraries present a distinct problem.

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## CHAPTER 3

### Units of Service and Support

**F**ROM the standpoint of library extension, the basic question is not how many public libraries, but how many people served. It is therefore important to classify libraries according to their service areas, or rather, their units of support and service. For each tax-supported library derives its income from one or more governmental units, and is responsible for service to all the people in that area. Neighboring units have no claim on it unless they contract for service. On the basis of service, one large unit public library may outweigh a number of small libraries. The various library units are the city, village or school district, the New England town or Middle West township, the county.

#### **The village or small town**

The "small library" is by far the most common type in both the United States and Canada. A large number of libraries are in communities of less than 2,500 population, classified as rural in the United States census; others are in villages, towns or small cities of somewhat larger population (nomenclature varying from state to state), urban according to the census, but very different from the larger cities. The village—to use the common term for communities of less than 5,000 population—is the unit of library service and support. The library may be open to country people by courtesy or on payment of a non-resident fee. On neither basis does it make any impression on the large unserved field. Country people find it difficult or impossible to plan their trips to town to fit the limited and irregular hours of opening. Nor is the average village library attractive enough to draw them. Tuition pupils at the village high school may make use of it during the school year. It cannot be counted on, however, for a larger rural service.

What service can it give the village? Whether it is supported by village appropriation or informal community effort, its total income is small even as compared with its population. If it is fortunate enough to obtain and keep a well-informed librarian with a friendly spirit and a sincere interest in the community, and at least a minimum

of professional training, it may indeed become a center of community activities, a force in the lives of young and old. Such a librarian makes the most of the book resources she has and supplements them by intelligent use of state help. Small libraries of this type are sometimes found, to be sure, but they are exceptional. It is becoming increasingly difficult to secure such service for a part-time position or even for a full-time position at a low salary. Sometimes a volunteer worker gives intelligent direction. Often the library is in charge of a clerical worker. Book prices have mounted fast since the war. The twelve most popular non-fiction titles of 1925 cost from \$2.50 to \$12.50 each, averaging \$7.29, according to figures based on the monthly lists in the *Bookman*.<sup>\*</sup> At this price the small library cannot buy enough to hold the interest of the readers.

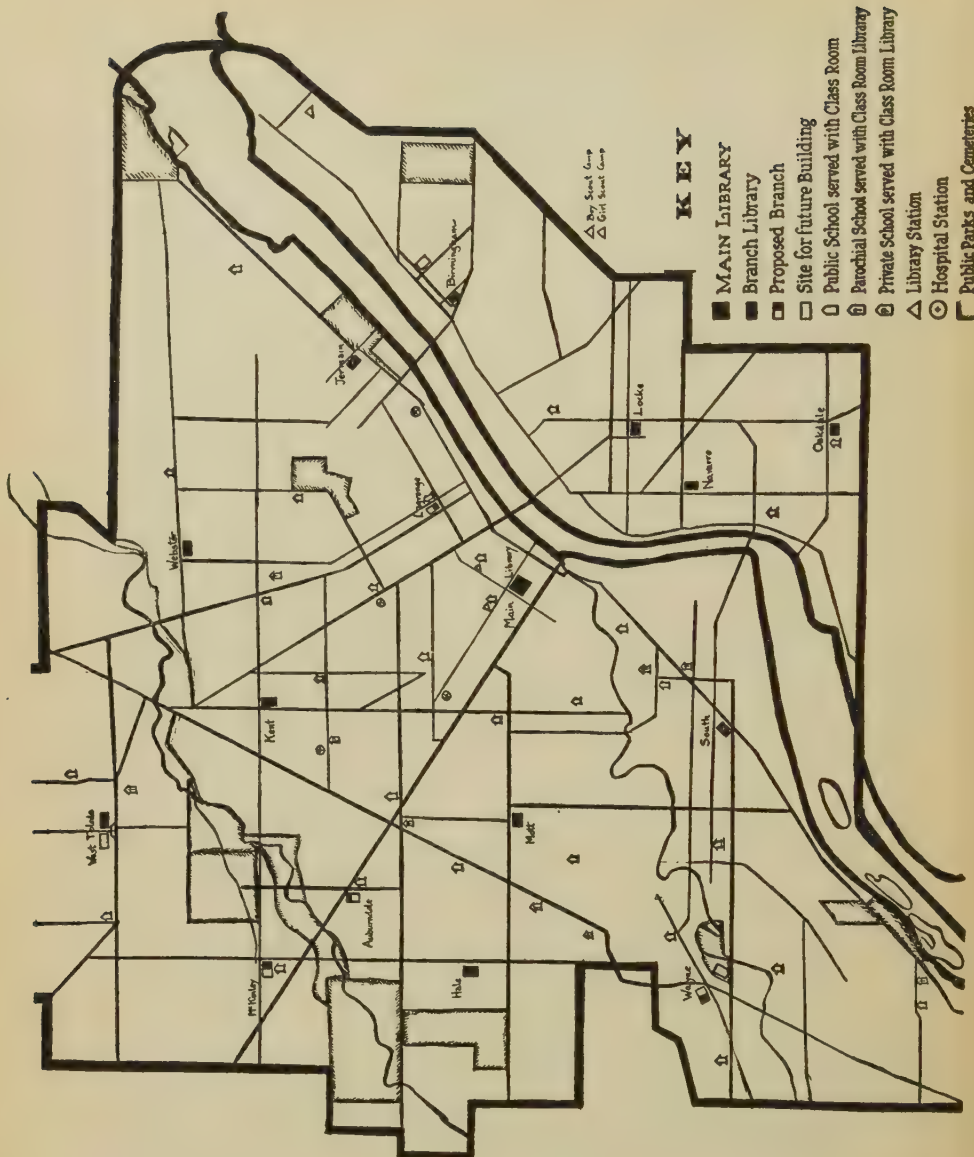
A study of three service institutions—school, library, hospital—in eight Wisconsin villages of from 1,300 to 3,000 population, has just been made by Professor J. H. Kolb, rural sociologist of the University of Wisconsin.<sup>\*\*</sup> He analyzes in detail the service that a village library should give and the cost of the various items. He concludes that a minimum income of \$4,000 a year is necessary for good service; that a community of less than 4,000 population must either tax itself at a rate higher than would produce \$1 per capita (the minimum standard of the American Library Association), or be satisfied with a low grade of service, or join with the neighboring country in a larger unit library.

### The city

The large and compact population and wealth of the cities offer natural opportunity for the development of a high type of public library service. Public libraries are found commonly in cities of over 10,000 population, frequently in smaller cities. The good city libraries, and there are many of them, have a trained personnel, live book collections, effective methods, and the economies made possible by a large organization. They reach out through a network of branch libraries, deposit stations, school and classroom libraries, with the aim of placing books within easy walking distance of everyone. They carry on continuous publicity, so that all sorts and conditions of men may know of the service that is theirs. Some city

<sup>\*</sup>Seattle Public Library. Report, 1925.

<sup>\*\*</sup>Kolb, J. H. Service institutions for town and country. University of Wisconsin Agricultural Experiment Station. Research bulletin 66, Dec. 1925.



# **KEY**

- MAIN LIBRARY
- ▨ BRANCH LIBRARY
- PROPOSED BRANCH
- ⊠ SITE FOR FUTURE BUILDING
- ⊙ PUBLIC SCHOOL SERVED WITH CLASS ROOM
- ⊕ PAROCHIAL SCHOOL SERVED WITH CLASS ROOM LIBRARY
- ⊖ PRIVATE SCHOOL SERVED WITH CLASS ROOM LIBRARY
- △ LIBRARY STATION
- ⊙ HOSPITAL STATION
- └ PUBLIC PARKS AND CEMETERIES



libraries have contracted with neighboring taxing districts to furnish rural or suburban library service. Many city libraries are serving non-resident borrowers by mail, or at the library itself, on payment of a fee. The surrounding country cannot, however, be said to have public library service on the ground of this use by a comparatively small number who pay for it individually.

### **The school district**

The school district public libraries of Ohio, Delaware, Missouri and other states are public libraries in every sense of the word. From the standpoint of administration the distinction from municipal libraries is in the appointment of the library board and the levying of the tax for library support. From the standpoint of library extension, the difference is in the size of the service area. For in some states the municipal school district is as distinct a political unit as the rural school district. Its boundaries are often appreciably larger than those of the corresponding municipality, and show a tendency to push out faster than city limits, along the arteries of travel. The public libraries of these municipal school districts are serving a limited rural or suburban territory. A consolidated or centralized school district, on the other hand, may include all or most of a township, perhaps with more irregular boundaries. Its public library is then primarily rural. Except in wealthy or thickly settled country, however, the consolidated school district is small for the most effective library service.

### **The New England town**

All through New England, outside of the large cities, the unit of library support and service is the town, a small rural district with irregular, natural boundaries, corresponding roughly to the Middle West township. The average population is less than 3,000, the size varies from thirty to forty square miles.\* There may be one library per town, or tax support and service area may be divided among two or more libraries. The appropriation is voted at the annual town meeting. New England is dotted with these "town libraries" which give rural service on small income, the majority of its 1,391 libraries being of this type. In Massachusetts and Rhode Island every town has at least one library; in Maine, New Hampshire and Vermont all the towns in the more thickly settled parts of the state

\*Hobart, Frances. The eastern states. A. L. A. Proceedings, 1914:367.

have them. As the "town" in this sense is found only in the New England states, it has little bearing on the problem of future library development. Moreover, the small New England libraries are limited in size of book collection, for instance. Will federation into larger "regional libraries" ever make possible a pooling of resources?

### **The township**

In the Middle West and a few scattering states, the township is used as one of several library units. Indiana has the largest number of such libraries, 160, but there are 475 in all, serving from one to four townships each (*see* Appendix, p. 154). Some of them have been established as township libraries, are governed by township library boards, and supported by one tax levy or appropriation. In other cases the township governing body or township board of education has contracted with a local library for rural service. Occasionally the school district is the size of the township, the library is supported by a tax on the school district but gives public library service under a separate library board.

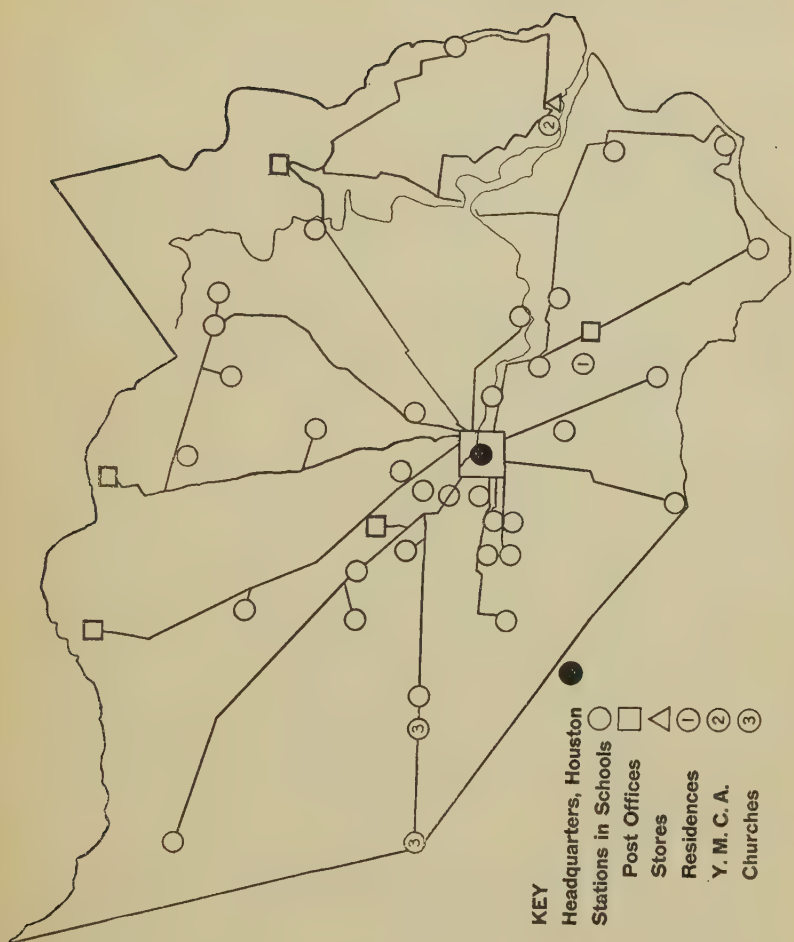
The township library has larger resources than the village library and can give better service. It can and often does give the needs of the country people consideration in planning hours of opening, in selecting books. Given adequate funds, it places stations or deposit collections in outlying hamlets and schools. On the other hand, the township appropriation under the contract plan is sometimes so small that little more is done in return than to open the library to the country people. A few township libraries, such as those in Mill Township (Gas City), Indiana, and Stuntz Township (Hibbing), Minnesota, take books to the farm home by book automobile. Except in unusual cases the township is too small to provide the most effective library organization. As twenty-five states—mostly in the South and West—have no townships or only so-called ones which are merely justice of the peace districts,\* the township cannot be a national unit of library service.

### **The county**

Occupying a strategic position in the rural public library field, similar to that of the consolidated school in education, is the county library, which is steadily gaining ground as a larger unit type of

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\*Porter, K. H. *County and township government in the United States*. Macmillan, 1922, p. 60.



- KEY**
- Headquarters, Houston
  - Stations in Schools
  - Post Offices
  - Stores
  - Residences
  - Y. M. C. A.
  - Churches

A County Library System—Harris County, Texas

service. The county unit makes for economy and effectiveness without loss of the personal touch. The good county library has a large book stock and has worked out flexible methods of distribution to overcome obstacles of distance and isolation through a system of branches, stations, school deposits, mail service and possibly a book truck. It puts any book, anywhere in the system, at the disposal of a serious reader wherever he may live. Best of all, it commands the services of a capable librarian who visits each community and knows its needs, works with and through other county leaders and organizations, as the county agent, superintendent of schools, county nurse, the Farm Bureau or Grange, the Parent Teacher Association. Schools are given adequate book service, small village libraries have larger resources as county branches, or through other arrangement, and can still use local interest and initiative. Thus the scattered rural folk receive a high grade of library service, comparable to that of the large city library.

Laws permitting counties to provide county library service have been enacted in 31 states and the territory of Hawaii (*see* Appendix, p. 145). In several others county governing boards have made contracts for library service under general contract powers. The earliest legislation was passed over a century ago in Indiana, but the movement really began in 1898 with the establishment of county libraries in two Ohio counties, Van Wert and Hamilton (Cincinnati), and in Washington County (Hagerstown), Maryland. In 1909 California took up the plan and proved its value as applied to a whole state. California still keeps the lead with 43\* county libraries out of a possible 58. The wide distribution of the others among 31 states, in all sections but New England, shows that the scheme is adaptable to various situations.

In 223 counties of the United States and four in Hawaii, public tax support is now being given for county library service (*see* Appendix, p. 145). Several demonstration county libraries, financed from private funds for a limited period to prove that they deserve tax support, are also serving the whole county, as in Greenville, S. C.; Talbot County (Easton), Maryland; Susquehanna County (Montrose), Pennsylvania. Endowed or other libraries, open to the country people, receiving no county funds and doing little or no extension work, are not considered, since they reach a small part of the

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\*Recent news brings this number up to 45.



population. Nor are informal community center libraries included, such as Caney Creek, Pippapass and Wooten in the Kentucky mountains, which are operated from church and settlement funds. The county law libraries found in a number of states are not considered in this report since the topic under consideration is public library service.

Some of these 223 libraries are organized primarily as county libraries, either under county library boards, or, as in California, Texas and Montana, directly under the county governing body. Others are operated by contract between the county and the library board of the county seat or other existing library. In most states both forms are found. Usually a city or village with established library service is not included in the county library service area or tax, except at its own request, to take advantage of the larger organization. School libraries may become branches of the system, or may keep their own organization. The good county library law is flexible enough to fit the varied situations found in every state.

A wide variation in tax support, and naturally in extension service, is found. Some county libraries are receiving the \$1 per capita set as a minimum for good service by the American Library Association and are giving a high grade of service to the whole county. On the other hand, where a county appropriates a few hundred dollars to the county seat library for service to many thousands of rural people, the whole county is not covered. Such partial service may be the first step toward the larger service, or it may prejudice the people against the county library idea. In the absence of any national minimum standard for a county library, all those receiving county tax support have been counted and listed. Form of organization and amount of appropriation have been shown as far as information could be secured (*see* Appendix, p. 145).

While county libraries have increased greatly in the last decade, their number is still small compared with the total of counties. Since the 1920 census gave a count of 3,042 counties (omitting independent cities and other subdivisions), counties have been divided in Florida, Georgia, Montana, New Mexico and other states, until there are now 3,065 organized counties in the United States. In eight of these, however, county boundaries are identical with those of a large city, served by a city library. From the library standpoint there are 3,057 counties of which 223 have tax-supported county libraries.



Increasing recognition of the value of the county library is shown by endorsements of various national and state organizations. The Council of the American Library Association passed the following resolution in April, 1923:

*Resolved*, That the American Library Association has viewed with great interest the growth of the county library system and wishes to express its belief that the county is a logical unit of library service for most parts of the United States, and that the county library system is the solution of the library problem for country districts.\*

The National Grange added its endorsement in November, 1923:

Whereas, Public libraries have become such an important factor in the social life of the towns and cities; and,

Whereas, Those living in the villages and on the farms are deprived of library service because of the much greater proportional cost under such conditions, therefore be it

*Resolved*, That the National Grange, Patrons of Husbandry, approves of the county library plan, which has proven very successful in Maryland, Ohio, Indiana and many other states, and hopes to see it universally adopted.

The Federation of Women's Clubs and the National Congress of Parents and Teachers are giving it widespread publicity and active support. Even where establishment is by popular vote, as in New Jersey, the movement is progressing steadily. At least thirteen county libraries have been established in the year 1925-1926, in eight states.

The county is the recognized unit for agricultural extension and for most rural organizations, for school supervision and administration, for public health work. It is large enough for economical and effective service, small enough for good personal service. It is the one nationwide unit of local self-government in the United States. It is particularly strong in the rural South and West. The President of the American Country Life Association says:

The advent of the county farm bureau has probably fixed for all time the county unit of organized endeavor. . . . There is a good deal of county patriotism throughout the United States. The county is the smallest effective political unit in most parts of our country. The movement to organize agriculture on a county basis is making rapid headway.\*\*

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\*A. L. A. Proceedings, 1923:153.

\*\*Butterfield, K. L. Farmer and the new day. Macmillan, 1919, p. 135.

### Two or more counties

What is the minimum population or assessed valuation necessary for the support of a county library? Certainly Alpine County, California, with 243 people is not ready for one. Is Worth County, Missouri, with 7,642 people? The Rockefeller Foundation, which is helping to establish public health service in the South, suggests that sparsely settled counties unite in the support of one health department.\* Would not experiments with library districts of two or three counties be desirable? The laws of several states already permit one county to contract with another county library or a city library in a neighboring county. Contract provisions could be made still more flexible.

### The region or metropolitan area

In the neighborhood of large cities, municipal, county, even state boundaries, often cut across common interests. Voluntary regional planning was first developed to deal with problems that transcended political boundaries. Later, considerable power was granted to sanitary or sewerage or other metropolitan districts. A bulletin of the Detroit Bureau of Governmental Research lists thirteen districts or commissions which have authority to deal with large projects.\*\* It suggests that their powers be broadened to include health, police, education.

Is this a precedent for suburban library service? A large number of the cities without library service are suburbs. Should they continue without it until annexed? Should they be encouraged to establish small libraries, probably with lower standards than the large library, possibly, in exceptional cases, with higher standards? Should voluntary regional cooperation be developed as has been done by the Cleveland Public Library and the adjacent cities? Should the suburb contract for service as Muskegon Heights has done with the Hackley Public Library of Muskegon?

### Canadian units

In Canada the municipality has been the accepted library unit, and many very small libraries are found, as well as large city libraries.

\*Rockefeller Foundation. Annual report, 1923, p. 94.

\*\*Detroit Bureau of Governmental Research. Government of metropolitan areas. Public Business, v. 3, no. 11, Dec. 1924.

The county exists only in the Maritime Provinces, Quebec and the eastern part of Ontario. There are neither county libraries nor county library laws. In New Ontario the larger governmental unit is the district. Thunder Bay District, for instance, is about 300 by 200 miles, with a rural population of 5,000 and a town population of 23,000. In the Prairie Provinces there are "improvement districts," usually eighteen miles square, including nine townships, and corresponding rural municipalities with councils and more complete organization. What is the future "larger unit" for rural library service in Canada?

### Summary

The city or village has been the usual unit of library service and support.

The New England town was the first rural unit. Town libraries are common all through the New England states.

The township library developed in the Middle West. 475 libraries now have township support.

The county library developed with improved transportation. 223 counties, in 32 of the 48 states, are now spending county funds for public library service. Hawaii also has 4 county libraries.

The very small library is uneconomic and ineffective.

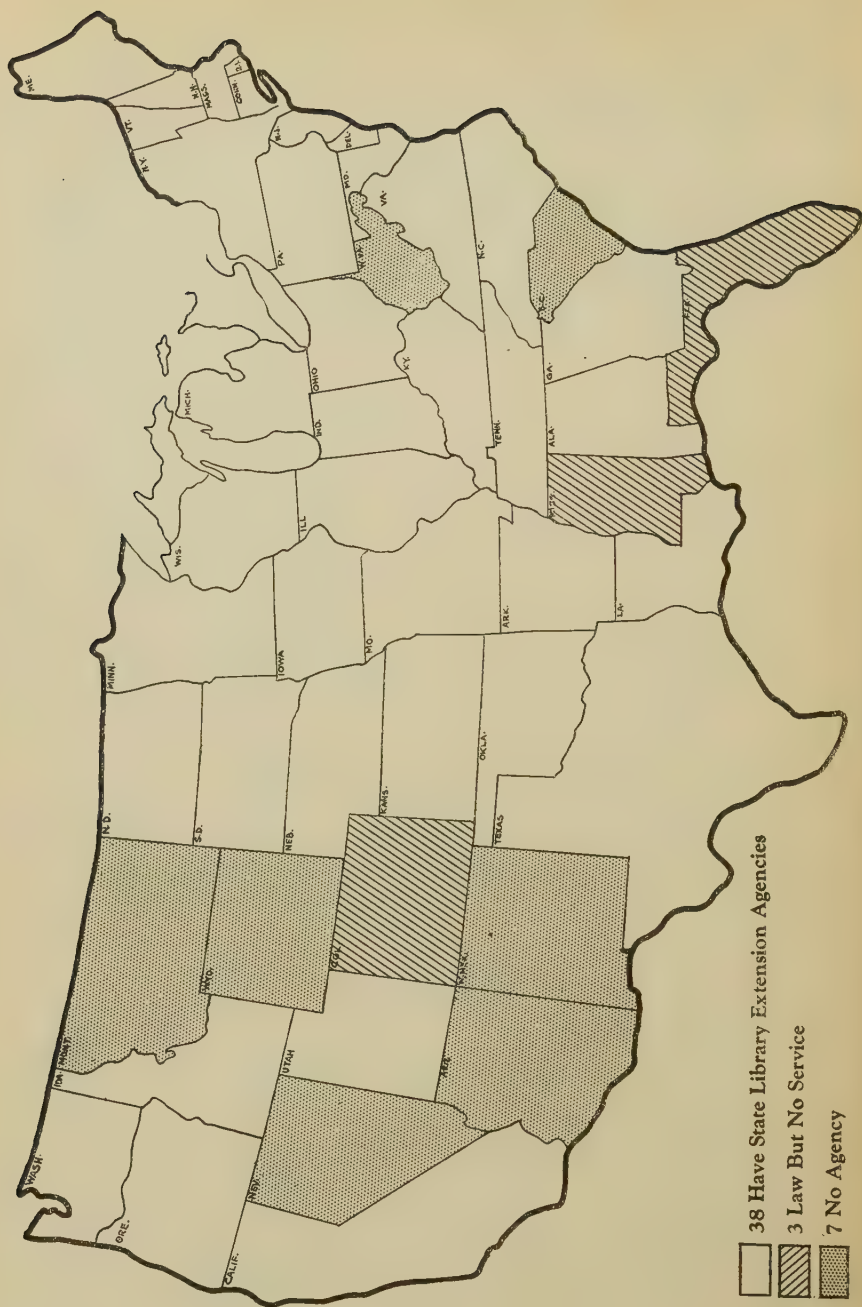
The county has proved to be the best rural unit for most of the United States. The good county library gives high grade public library service to every resident of the county, at reasonable expense.

Other large unit libraries may be needed, as in a large part of Canada, where counties do not exist.

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## CHAPTER 4

### The State as the Leader in Library Service

**S**TATE-WIDE library service is the function of a state library extension agency. It aids in establishing local and county libraries and developing existing libraries. It supplements their book collections from its larger resources. It gives direct book service to communities, groups and individuals until adequate local library service is established. It often advises or supervises school and institution libraries. It sets up a program for the library development of the state. Without such leadership, library progress is slow and haphazard.

#### Number

Thirty-eight states have library extension agencies, under various titles (*see* Appendix, p. 134). In two more states, Florida and Mississippi, the necessary legislation was passed in 1925 and 1926, respectively, but the agencies are not yet in operation. Colorado has older legislation for two commissions but no appropriation to operate either. Seven states—Arizona, Montana, Nevada, New Mexico, South Carolina, West Virginia, Wyoming—still lack this most important form of state aid for libraries, though they may have limited book distribution from the general state library or the specialized service of a university library extension division.

In Canada, two provinces—Ontario and British Columbia—have regular library extension agencies. Four others have book distribution from one or more sources: Alberta from the University Extension Division (books and traveling libraries rather than pamphlets), and the Woman's Home Bureau of the Department of Agriculture; Manitoba from a Traveling Libraries Branch of the Department of Education; Quebec from the Traveling Library Department of McGill University Library; Saskatchewan from two branches—Open Shelf and Traveling Libraries—in the Bureau of Publications. Nova Scotia has legislation for state work through the Department of Education but is waiting until school needs are met and there is money to spare for libraries before putting it into effect. New

Brunswick and Prince Edward Island have no provincial service though they draw somewhat on the McGill University service.

### **Form of organization**

There are three main types of state or provincial library extension agencies—the library commission, concerned primarily with extension; the state library, with extension as one of its functions; the library division, or library commission, in the department of education.

The library commission, the original type, is found in sixteen states and one province. The Wisconsin Free Library Commission is an example. The library commission is usually composed of several appointed or ex-officio members, or both, who serve without compensation. Appointments are made by the governor for long terms, expiring in rotation, to avoid partisan control. Among ex-officio members, the president of the state university, the commissioner of education, the librarian of the largest city library, are frequently included. The commission appoints an executive secretary, or librarian, and the necessary staff.

Union of all or most of the library interests of the state in one agency, the state library, or library department, has come in thirteen states, for example, California, Ohio, Oregon. The general movement for centralization of the many scattered commissions and boards in a few large departments is responsible for this reorganization in some states. In others it is the result of library initiative, because of the strength of the larger organization. This newer form of state library is usually under the direction of a non-partisan library board, corresponding to the library commission, which appoints the state librarian for an indefinite term.

In eleven states and one province library extension has been placed in the department of education, usually as a result of the same centralization movement. In five of these states, a library commission or committee has been retained, as in Massachusetts, either in a purely advisory capacity, or with considerable responsibility and initiative, to keep the scope of the work broad. In the other states, the library division is under the direct administration of the commissioner of education, as in Minnesota and Ontario. The Library Extension Division of the University of the State of New York classifies with this group, the "University" corresponding to the departments of education in other states.

There are variants of these types. For instance, in Pennsylvania,

the state library, with extension as one function, was placed in the Department of Education in a recent reorganization of state departments; in Ohio it was loosely attached to the department by making the director of education chairman of the state library board.

The Committee considers the question of organization so important that further study should be given to it, to its actual working out and to the present and probable future effectiveness of the several forms from the viewpoint of the extension of public library service. As a first step, detailed information about existing types has been compiled (*see* Appendix, p. 137).

### Support

Under any form of organization, state library extension agencies are financed from state funds, as are other divisions or departments of the government. A few have standing appropriations, set by law. Most of them are given annual or biennial appropriations by the legislature. It is difficult to compare state support of library extension work. Printing, binding, furniture, equipment, may be in the library budget or be allowed in addition, from a general state fund. The library division of the department of education may have no separate budget, salaries, for instance, being included in a departmental salary item. The range of variation is wide, and by no means corresponds to the population or wealth of the state or the need of library leadership. Obviously the new Arkansas Library Service Bureau with \$2,000 a year cannot carry on work on the same scale as the Wisconsin Free Library Commission with \$86,500.

Larger appropriations come with greater appreciation of the service rendered and of its need. Increases for 1925 or 1926, as compared with 1922,\* are reported by California, Georgia, Maryland, Michigan, New Hampshire, New Jersey, North Carolina, Ohio (double the former amount), Ontario, Wisconsin—an encouraging list. On the other hand, pressure on state finance committees is great. Campaign pledges may be made to cut all appropriations, and library extension suffers. The Missouri Library Commission is just recovering from a severe cut of a few years ago. In Utah only a third of the time of one person, the supervisor of civil rehabilitation, is now given to library extension. Washington had a field organizer for an experimental period but failed to get the appropriation to keep her.

\**See* League of Library Commissions. Handbook. 1922.

Salaries in state work have not been readjusted to meet the decreased purchasing power of the dollar as rapidly as in the larger city libraries. As a result many of the agencies have lost experienced secretaries, field workers and assistants. Few state agencies as yet can offer men and women of the caliber for state leadership a compensation comparable to that of librarians of large city libraries. Yet the responsibilities and influence are as great.

### **Advice and help**

In the establishment of public libraries, the help and guidance of a state agency is especially needed, to avoid costly mistakes. From the first steps in arousing and holding community interest, on through securing tax support, choosing the best books, installing simple methods of caring for them, or securing a librarian able to take full responsibility, the state field agent gives help on the ground, making frequent visits.

Consulting service is also given to established libraries. The field agent meets with library boards, civic organizations, tax levying bodies, advises and helps the librarian in internal problems of library administration. Help is also given through correspondence, through the publication of a bulletin and of comparative statistics of public libraries, through library institutes or district meetings (often in cooperation with the state library association). Some state agencies offer summer courses in library methods; one conducts a library school; a few publish lists of important recent books. Practically all carry on publicity as to the value of libraries, and the state service available—through the public press, by exhibits at the state fair and at various state conventions.

Advice and supervision of school libraries is a specific function of the state library extension agency in Indiana, Michigan, Minnesota, New Jersey, New York, Ohio, Oregon, Tennessee. In California the county library organizer is also a school library organizer. In many more states considerable help is given them. Nebraska and Iowa have given especial help to the libraries of the state institutions. Massachusetts has a special field agent for work with foreigners. Idaho and Kansas, on the other hand, have traveling library commissions carrying on book distribution only.

### **County library establishment**

Small libraries may spring up almost spontaneously and need guidance more than stimulus; county libraries have usually come



through active work on the part of the state agencies. The rapid development in California was the result of intensive work on the part of the state library. Many of the state agencies are giving an increasing share of their time to general publicity for the plan or to intensive campaigning within interested counties. Favorable action was secured in the first county in Louisiana in March, 1926, though the state demonstration\* began as recently as August, 1925. Progress is also being made in New Jersey and North Carolina as a result of steady effort directed to this end. A conference of Wisconsin county library workers, held in March, 1926, under the auspices of the state library commission, proved so stimulating that more adequate appropriations or other concrete results were reported by three of the libraries within two months.

### Standards, state aid

In most states only advisory powers have been given the library extension agency. Some right to set standards has accompanied the distribution of the small state grants in the New England states, in New York, New Jersey, Maryland, Delaware, and in four Canadian provinces—Ontario, British Columbia, Alberta and Saskatchewan. New York now has broad powers in setting standards. Where state certification is required, as in California, Oklahoma, Wisconsin, Ohio (for the new county libraries), the head of the state library extension agency is usually the ranking member of the certification board. Massachusetts has used the state grants to improve quality of service instead of for more books, paying the expense of librarians of small libraries to library institutes. The New Jersey Library Commission is concentrating its state aid on county libraries. In addition to a gift from private funds, it grants state aid for books according to the number of stations established and schools served, averaging about \$8,000 to each library for the first year. It makes an annual grant thereafter on the same basis, amounting to about \$1,600. This is not announced until just before a vote for establishment. Louisiana and Wisconsin offer newly established county libraries long time deposits of one thousand volumes from the state collection. The Hawaiian territorial legislature makes appropriations for the entire annual maintenance of four county libraries, after the counties have provided permanent quarters.

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\*For full discussion of this demonstration, see Chapter 14.



### Traveling libraries

The original form of state book extension, circulation of traveling library collections, is used in thirty-five states and six provinces, (*see* Appendix, p. 132). In California and Massachusetts the state agencies feel that they are no longer needed because the states are so well covered with libraries. In beginning work in Louisiana in 1925, traveling libraries were deliberately omitted that effort might be put into reference service and county library establishment.

Most of the collections are for general reading, made up (at first in fixed collections, now more often individually, as calls are received) to fit a variety of needs. They vary from fifty to several hundred volumes. In many states the majority go to rural schools, though in a few, schools are not served at all. Other rural groups and organizations of all kinds are reached, the collections being placed in the most central and accessible spot. Study club, agricultural, foreign language and other special collections are used in a number of states. In the states and provinces that keep separate figures, 20,709 traveling libraries were sent out in a year, containing 1,034,571 volumes. No very accurate record can be kept of the use of each of these volumes out in the field.

### Direct mail service

The newer form of book extension, the mailing of one or several books direct to the individual who wants them, has developed within a few years and grown rapidly. It is a natural sequence of rural free delivery—"Uncle Sam brings it to your door."\* Very nearly all the state library extension agencies give mail service to individuals without local public library service. Some pay outgoing postage; some expect the borrower to refund it. Mail service figures vary from a few hundred in some states to many thousands in New York, Wisconsin and Oregon, the last a pioneer in this type of work. Figures recently reported by the various states are given in the Appendix (p. 132). In two small states, Vermont and Delaware, delivery is also made by book automobile. Delaware issued 12,468 volumes in this way, more than by traveling libraries and mail service combined.

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\**See* the play with this title describing state book service, by M. K. Reely, Wisconsin Library Bulletin, 19:143-47, June, 1923.

### Package libraries

The field of state service is by no means limited to books. As in city libraries, the whole field of print is covered, and pamphlets, magazine and newspaper clippings are used to supply the latest information on current events and other rapidly changing topics. Plays and recitations, study outlines, reading courses, agricultural bulletins, the material distributed free or at small cost by many civic, social and educational organizations, ephemera of all kinds, are collected and arranged in the same subject file. Material may be made up ahead of time in stock packages, ready to send out, or be selected to fit individual requests as received. High school debaters, club women, discussion groups of all kinds, make the heaviest use of this information service, but it also answers many scattering calls for subjects not adequately treated in books, or supplements the books available with the latest development of the subject.

Package library service from a state library extension agency was begun in 1905 by the Oregon Library Commission (now the State Library); from a university extension division in 1906, by the University of Wisconsin. It is still carried on by the two kinds of agencies. In California, New York and Ohio, for instance, book and information service center at the state library; in Wisconsin, book service is given by the library commission, package library service by the university library extension division. In other states both the state library extension agency and the university library extension division give information service.

Statistics of this service from the state library extension agencies, and indeed the work itself, blend in with the book service, so that no sharp line can be drawn between them. Figures for university library extension work in thirty-four states and two provinces (*see* list in Appendix, p. 144) had not been tabulated to date because of the varied ways of counting and recording the material. A study is now being made by Almere Scott, of the University of Wisconsin, who expects to complete it by the fall of 1926. There is evidently a wide range in the amount of work done, from 180 packages sent out from the University of Montana, to 17,977 from the University of Texas.

### Other material

After the field of print is covered, state library extension agencies reach out beyond. Books for the blind are circulated from a few of

the larger agencies. Pictures are quite generally issued, for club, school or individual use, or for exhibits. The California State Library is the central source of supply for the county libraries for pictures of the more important type. The Iowa Library Commission even lends large framed pictures. Departments of visual education, to issue lantern slides and films, as well as pictures, are planned by some of the larger agencies. In New York this is already carried on by a closely correlated but independent department.

### **The service appreciated**

What the state books mean to the people who receive them can only be appreciated by personal contacts or by reading some of the letters that tell a little of the story:

"The school children simply devoured the books that were suitable for them. Please put in just as many for the children as you can among the 'extra' books. The children in the school are paying the freight on the books themselves, they are so anxious to have them. The library is a real boon."

"The eight books you sent so promptly—they were here in just forty-eight hours from the time the request was posted—have given so much pleasure."

"I don't know what we would have done if it had not been for the library. We live way back from people. I hardly ever get to see anybody and I am tied down with five children and to be able to get most any book I want to read, just for paying the postage on them, seems too good to be true, and I am so grateful."\*

### **The difficulties**

The total of all state and provincial book distribution for a year, 1,746,483 volumes (1,497,395 in the United States, 249,088 in Canada), is, however, small compared with the number of people without public library service, fifty million. The circulation of the Indianapolis Public Library, in a city of 314,185, is larger than the total number of books issued by the state and provincial library agencies of the United States and Canada. To be sure, many of the state books are read by a number of people, but some measure of the limitation of state service is suggested by the comparison. Few state agencies have the resources to carry on aggressive publicity for this

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\*Oregon State Library. Biennial report, 1923.

work. Those which have done so for a number of years are still only reaching a small proportion of the state's total. After each state fair exhibit, calls from new borrowers are heavy. How many of them turn into regular patrons? It is harder to express book wants by letter than by word of mouth. No state agency has had the time so far to study its borrower's records thoroughly. To say that comparatively few people know of the privileges that are theirs, and still fewer use them, is a conservative statement.

On the other hand, it is much more expensive to give intelligent attention to a vaguely expressed mail order, to charge the books and wrap the package, or to make up a traveling library collection, than it is to fill personal requests in a library. If the fifty million potential borrowers should all decide to use the state service, the machinery would break down under its own weight. It would be cheaper for the states to decentralize, even if they still paid the whole bill.

Moreover, there are limitations in quality inherent in long distance work. Lack of personal contact with the librarian, of the opportunity to see and handle books, to browse among them, is a handicap to the borrower from the state agency as compared with the public library patron. The state agency may be a public library for that part of the state without real public library service. But no one feels more keenly than state workers the need of an effective service which will reach the reader with a personal contact from near-by.

### Supplementary book service

Direct book service from the library extension agency is a temporary expedient, to tide readers over until they can have near-by public library service, and to rouse an interest in reading that will hasten the establishment of such libraries. Supplementary book service to the libraries of the state, on the other hand, is a permanent and important part of the work of a state agency. It supplies the more unusual and expensive books which are often urgently needed by individual readers, but needed only occasionally. These could not and should not be bought for each library. The state agency serves as a central book reservoir for all the libraries of the state; it is actually an economy rather than an additional expense. When county and local public libraries cover the whole field, the state agency can devote full attention to supplementary service, and more adequately meet the needs of serious students.

To avoid any possible waste or duplication of effort, the state



agency always lends through the local library. It is the active library that makes good use of the state service to give its readers all available information. The librarian of Wisconsin Rapids, a city of 7,000 population, says:

Your technical books help us in several ways. These books are expensive and a small library cannot afford a very complete and up to date collection, while the work in small town factories is of such a nature as to demand the same type of book as needed in the larger city factories. There are naturally not so many demands for these books. There may be only one person wishing a certain kind of information. When this information has been borrowed for this person, others soon discover that it is available. . . . It is through you that we supplement our material for the various study clubs of the city. You help us in our work with high schools. Then there is always the individual seeking information on certain subjects in which probably no other person in the community is interested, and here again we call upon you for help.\*

Additional copies of a book already in the library are also sent to meet an emergency need. A university extension course of lectures in an Ohio city caused an unexpectedly heavy demand for the modern dramas discussed. The state library sent additional copies and enabled the local library to give its readers adequate service.

Separate statistics of supplementary service are available from only a few states. In Ohio it amounts to about a third of the total mail service, in Pennsylvania to about two thirds. In California it forms a very large part of the 41,097 volumes mailed (which include no fiction or children's books), as many as 1,334 going in the course of a year to a single county library.

The immediate resources available for state book service vary from a few thousand volumes in several states to over 200,000 in Ohio, Oregon, Tennessee; to 380,000 in California; and to 500,000 in New York. But service is not confined to these limits. The book not in the collection of the state library extension agency is borrowed from the state university library, or from a large city library. The California State Library carries this to the point of maintaining a union catalog of books in the libraries of the state, so that the book needed can be quickly located. The Library of Congress is called on next. Occasionally a question is even referred from Washington to a national library in Europe. Use of the photostat in state and national libraries is making it possible to reproduce at slight expense the needed pages from a book too rare to be trusted to the mails.

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\*Long, H. C. How seven Wisconsin libraries are supplementing their own resources. *Wisconsin Library Bulletin*, 17:6, Jan. 1921.



### Adult education

The larger opportunities before the state library extension agencies in the field of adult education, both in giving direct guidance in reading with a purpose to the individual without local or county library service, and in supplementing and aiding the smaller libraries, are discussed fully in a volume issued by the A. L. A. Commission on the Library and Adult Education.\* To meet these opportunities specialists on the staffs of the states agencies and increased book resources are needed. The larger agencies have made a beginning in this new field; no one of them is equipped to give intensive service in it.

### Other state library service

Each state has a state library of some sort. Only twelve of them have library extension as a specific function. Of the remainder, twenty-two are more or less general collections, often strong in state history, law and documents. Originally reference libraries, limited in use to state officials and members of the legislature, their function has gradually broadened until a few are actually "public libraries for the state," lending to local libraries or individuals. The New York State Library is a notable example of this type. On the other hand, in fourteen states the so-called state library is chiefly a law and document library, usually for the use of the Supreme Court and administered by it. In thirteen states there is a separate law library as well as a state library. The legislative reference library may be a division of the state library, of the law library, of the library commission, or it may be an independent bureau. Several states have state departments of archives and history, others, state historical libraries. This is an "uneconomic multiplication of the state's library agencies," to quote the words of the librarian of the state of New York. "The root of it lies in the old original idea of the narrow function of the state library, and beyond this, rather a logical result of it, the political control and management of the state library."\*\* In the decade since this was written there has been a growing tendency to ensure the appointment of a qualified librarian by placing the choice in the hands of a library board. In a number of states the

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\*Libraries and adult education. A. L. A., 1926.

\*\*Wyer, J. I. The state library. A. L. A., 1916, p. 5.

librarian is still appointed by the governor or elected by the legislature, and in half a dozen states this method of appointment is fixed in the constitution itself (*see* Appendix, p. 141).

Each of the nine Canadian provinces has a provincial or legislative library. These are usually reference libraries for the government departments and members of the legislature. Several have developed along the lines of Americana and archives as well as law and government. The Ontario Legislative Library has a limited lending system by which teachers throughout the province can borrow books prescribed by the curriculum laid down by the Department of Education.

### University libraries and library extension divisions

The package library service of the university libraries or library extension divisions has already been noted. According to a report made at the American Library Association conference in 1925,\* there are thirty-seven such agencies in thirty-four of the states, and two in Canada (*see* list in Appendix, p. 144). Book service on a small scale is also given by a number of the state university or teachers' college libraries. The growing demands of students in residence are met first, then the needs of their own correspondence or extension students. After that, service may be given their own graduates, high school students, isolated individuals, small public libraries. A generous attitude and a spirit of service to the state was shown in letters received from university librarians all over the country in answer to the question, "Do you lend off the campus?" The willingness usually bore a direct ratio to the lack of organized state library extension. On the other hand the statement, "We lend freely," was often qualified by adding "three hundred volumes went out in a year," or "the amount was too small to make statistics worth while," or that they cannot advertise the service lest the demand exceed the supply. Evidently this university lending of *books* does not bulk large or serve to decrease appreciably the number who need public library service. Its value in supplying the unusual book through inter-library loans seems more important.

The librarian of the University of North Carolina states his broad policy in his report for 1922-1923:

A third function of the university library is to serve the citizens of the state through direct loan of books from its shelves for use in the study of

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\*Scott, Almere. Development of package library service. A. L. A. Proceedings, 1925:337.

special subjects and through bibliographical aid. No legitimate call for such educational assistance should go unanswered and sufficient resources should be made available for such service.

The limitations of the service are expressed by the librarian of the University of Michigan:

The library exists primarily for the use of members of the university in Ann Arbor. It is not a state library in the sense that it was founded and is carried on with the aim and purpose of supplying books to the State of Michigan. The library of the university exists for and in the university. It has been gathered with the needs of instruction and research in the university very definitely in view. Its chief mission is the direct service of both instruction and research. So far as other work can be carried on without seriously hindering or interfering with the primary purpose of the university library, well and good. But no proposal to scatter the university library about the State of Michigan could for a moment be entertained by the librarian of the university. Inter-library loans we do have—and we lend very freely, and we shall continue to lend to libraries. Every effort is made to cooperate with other libraries and with scholars resident in the state, in neighboring states and in the Province of Ontario. But the university library as such cannot become a circulating library of interesting books for citizens of the state. By so doing it would necessarily cease to be a university library.\*

In the absence of regular state library extension agencies, a few university libraries, as McGill at Montreal, are sending out collections of books for general reading. University librarians in Arizona, Montana, New Mexico, and elsewhere are giving what advice they can, at a distance, in the establishment of public libraries, the organization of school libraries.

### Clearing of requests

Where more than one state agency distributes books, how does the would-be reader know to which to write? If the request cannot be filled at one agency, is it passed on to another? Where all of them, including the university extension division, are in one city, requests may and do clear over the telephone. Geographical separation makes cooperation difficult. Two states have recognized the problem from the standpoint of the borrower by issuing statements of the field each agency tries to cover—Vermont in a pamphlet, *Free library service for Vermonters*, Minnesota in *Library Notes and News*, for September, 1925, under the title, "Inter-library Loans." The danger is not so

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\*Bishop, W. W. Some responsibilities of university library extension service. *Library Journal*, 48:461, May 15, 1923.

much of duplication, where the field is so large, as of ineffective and expensive work.

### **League of Library Commissions**

State library extension agencies are banded together in a League of Library Commissions, organized as early as 1904, when such agencies were few. It gave practical help, in those early days, through the publication of cooperative book lists, a work later undertaken by the American Library Association. League meetings, held in connection with A. L. A. conferences and midwinter meetings, have been a clearing house for new developments in state work, a forum for the discussion of common problems. Recently the League has taken a forward step in initiating and carrying on a demonstration of state library extension in Louisiana, described in Chapter 14.

### **Summary**

38 states have library extension agencies in operation; 3 more have laws providing for them; 7 are without agencies, or legal provision.

2 Canadian provinces have regular library extension agencies; 1 has legal provision; 4 have provincial book distribution from an agency of some sort; 2 have nothing.

1,746,483 volumes were issued from all these state and provincial library agencies in a year, a number large enough to show the need of the service but utterly insignificant as compared with the count of 50 million people without local public library service. The Indianapolis Public Library circulates more books in a city of three hundred thousand than this issue from all the state and provincial library agencies in the United States and Canada.

Many of the existing state library extension agencies are seriously handicapped by lack of income, staff, books, in meeting the demands for books and advisory service already made upon them, and are unable to build up the larger service needed.

The university library extension specialized information service does not take the place of state library extension or public library service. Library service can best be given by libraries.

Limited book distribution is given from other state agencies. Correlation of all library extension work is needed, to ensure economical and effective service.

State book service does not make local public library service



unnecessary. It paves the way for it, supplements it. Inherent limitations are lack of contact between borrower and librarian, lack of opportunity to see and handle books.

A strong state or provincial library extension agency is needed in each state or province to lead in the establishment and development of public and other libraries, to give them supplementary book service, and to give direct book service to individuals and communities until they have public library facilities.

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See also reports, bulletins and small publications of the individual state library extension agencies.

## CHAPTER 5

### What the School Is Doing

THE specialized service of the well organized city school library—a book laboratory for every department of instruction—is outside the scope of public library extension. But the rural or village school library is often suggested as a source of general reading matter, in the absence of any other. Can it give satisfying community service? Can it even meet all the needs of the children?

#### What information is available?

In attempting to answer these questions the first difficulty is lack of collected data. The United States Bureau of Education gives tabulated statistics by states, showing 10,268,245 volumes in 13,297 *high* school libraries, an average of 772, and a total expenditure for *all* school libraries reporting of \$4,379,027.\* It is impossible to separate the figures for rural school libraries, in this count, from those of city school libraries. In annual or biennial reports of state and provincial departments of education, little more light is thrown on the subject. Many ignore the subject completely. Others give the estimated value of the collections today—a meaningless figure to a librarian who knows how impossible it is to make such an estimate accurate. A few give exact count of volumes or of annual expenditures for books. A circular letter to the departments brought many general statements that “every school has a library, meaning by that term, a shelf of books,” or that “information was not available.”

Even the state school library supervisors—numbering only 8 in all—have not attempted to compile full statistics. Minnesota is unusual in printing figures for high school, consolidated school, and graded elementary school libraries, in the biennial report of the Library Division of the State Department of Education. But the School Library Supervisor, Harriet A. Wood, says, “As there are over

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\*U. S. Bureau of Education. Biennial survey, 1920-1922. v. 2, p. 60, 577.

8,000 ungraded elementary schools you can see that it would be quite a task to receive individual reports for each one."

In the face of such lack of definite knowledge on the part of authorities, one is apt to be a bit skeptical about the general statements often seen in school periodicals as to the percentage of school libraries. A recent one was that they have been installed in 99.9 per cent of all school districts in the State of Washington.\*

### **State standards, requirements**

Some light is shown on the situation by a study of state standards and laws. These show trends and tendencies, if not actual conditions. They put the greatest emphasis on the high school library, as do the standards of the North Central Association of Schools and Colleges, which have a wide influence. School laws require school libraries in fourteen states, permit expenditure of public funds for them in sixteen, permit such expenditure only to supplement the use of funds raised privately, in seven. There is no legal provision in eleven states, but requirement is by state standards in all but five; and one of the five is Massachusetts, with good school libraries.

### **Financial provision**

A fundamental difficulty is that other school needs are pressing and tax receipts often inadequate. The school library is apt to be neglected unless specific financial provision is made for it. State aid is given in fourteen states and all the Canadian provinces except Quebec; for example, 20c per child in Wisconsin, \$20.00 for each teacher in Minnesota, up to \$40.00 per building (provided the district appropriates the same amount). In other states the districts are required to spend a fixed amount annually from their regular school funds: in California not less than \$25.00 per teacher, in Iowa from 5c to 15c per child, in Kansas and Nevada, at least \$5.00 per teacher. But in many of the states the school library is entirely dependent upon money raised by the students or by the Parent Teacher Association. The library is still considered an extra, not "an integral part of education."

### **Advice and help**

Approved lists of books for purchase are quite generally furnished by the state. Oregon and Wisconsin take bids and let the contract

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\*American Educational Digest, 45:334, March, 1926.

for all book buying to one firm. Alberta, Manitoba, Saskatchewan and Tennessee have depositories for central buying in their departments of education. Manuals giving simple organization methods are often issued.

The most effective help, that of a state school library specialist, is given in only eight states—Indiana, Michigan, Minnesota, New York, Ohio, Pennsylvania, Tennessee, Wisconsin—either through the department of education or the state library extension agency. In California the county library organizer of the state library is also a school library organizer. The New Jersey Library Commission and the Oregon State Library have definite supervisory powers but no special staff member. In many more states some help is given by the regular staff of the state library agency, but its amount is necessarily limited.

### **Care of the school library**

The average rural school library is in charge of a teacher who has had no library instruction. Personnel requirements for librarians or teacher-librarians apply at present to city schools or to high schools only, in most of the states which have them—California, Minnesota, New Jersey, New York, Ohio, Oklahoma, Pennsylvania, Wisconsin. More effect on rural schools is being obtained from simple instruction in the care and use of the library given by the school library supervisors at school library institutes for one or several counties.

### **The reading circle**

Another influence in building up the rural school library in 30 per cent of the states, is the state pupils' reading circle, connected either with the department of education or the state teachers' association. It gives certificates and seals for reading a certain number of the books on its list and usually sells books direct to the schools. In Ohio and Kansas the annual sale is estimated at 50,000 volumes each. While reading circles are a decided stimulus in the use of books, the selection of titles made by busy teachers in a field outside their specialty often departs from the best library practice.

### **Influence of Smith-Hughes courses**

In rural high schools, the Smith-Hughes courses in vocational agriculture and home economics are giving new emphasis to the use of books. Instructors have been taught to depend on books, and part

of the special state and federal fund may be spent for them. And so fresh, new, attractive books on these subjects are often found in a library composed otherwise of shabby but classic literature and history. The contrast has a stimulating effect.

### **The consolidated school**

In school library development, as in other aspects of school work, the consolidated school far out-ranks the one-teacher school. Consolidation is gaining ground steadily, though the count of almost 12,000 consolidated schools is still small compared with the 175,000 one-teacher schools in the United States.\*

### **Hope for the future**

The situation is undoubtedly improving. Improved supervision is raising rural school standards. Emphasis on silent rather than oral reading and other new teaching methods make books more necessary. Many state superintendents of schools are genuinely and deeply interested in supplying the school children with good reading matter. The North Carolina Rural School Inspector advises using state aid for elementary books; Virginia increased its state aid threefold in 1925 so that grants could be made to 1,000 rural schools. In many states the Parent Teacher Association is devoting interest, time, money to the cause. The rural school library is on the upward path. The progress already made in states like Minnesota, New York and Wisconsin, where state requirements, state aid and state supervision are combined, shows what can be done under favorable conditions.

### **Actual number of books**

An exact statement of present facilities is, however, rather discouraging. A study of 100 of the 6,472 one-teacher schools of Wisconsin, showed collections ranging from 55 to 401 volumes, averaging 195. In Kansas, reports from 6,565 one-teacher schools give an average of 59 volumes per school, from 1,113 two or more teacher rural schools, an average of 400 volumes. The department standard in Tennessee is 80 volumes for an elementary school, 500 for a high school, and only 2,460 of the 6,700 rural schools meet it. An Iowa county superintendent describes the typical collection as "a mis-

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\*U. S. Bureau of Education. Biennial survey, 1920-1922, v. 2, p. 46.



cellaneous assortment of 100 books, 79 of them unsuited to her (the teacher's) purpose of making children love reading."\* Such school libraries cannot even meet their own needs, much less give community service.

### School use of general library facilities

Instead, the rural school draws heavily on the general library facilities that are available—township, county and state. The Wisconsin Library Commission sent 1,628 collections to rural schools in one year. In Minnesota 52 school districts have made informal arrangements or formal contracts with local township or county library boards for extension service. Other states have carried out the same plan. In California two-thirds of the school libraries are operated as branches of county library systems, enjoying a much larger book service than as independent school libraries, and receiving the visits and help of the county school librarian as well.

In some small villages a combination of public and school library has been worked out, its possibility or desirability depending upon the location of the school building and other local factors. State library extension workers study the library problem in a small community from both angles, school and community, and urge coordination of effort and resources, wherever possible.

### Summary

The rural or village school library with its very limited resources is not able even to meet the school needs of the children, much less give community service in place of a public library.

It is, however, a usual service station of county, township or state library extension, where such service exists.

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- See also publications of the state departments of education and state library extension agencies.

## CHAPTER 6

### Library Service to Negroes

**L**IBRARY service to most special groups is an aspect of intensive rather than extensive extension, and is outside the scope of this study. The Southern Negro, however, forms so large a part of the population, and the problems, financial and otherwise, of the additional library facilities needed to care for him are so great, that the subject warrants separate consideration. Now that a number of cities on the border between North and South have also found it desirable to provide special public library facilities, the problem is no longer entirely sectional.

The Negro question, according to one Southern librarian, "so far as the library is concerned, is purely economic. For the South, separate service to Negroes under white leadership, will come as surely as library service for the white race, and in proportion to the demand, as rapidly as for whites."\* A study made by the American Library Association in July 1925, showed a general agreement among Southern librarians that the time was ripe for the development of Negro library service.

#### Public library facilities

In fourteen Southern states (Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, North Carolina, Oklahoma, South Carolina, Tennessee, Texas and Virginia) 55 public libraries out of 720 are serving Negroes—a decided gain since 1913 when a survey made by the Louisville librarian showed only 14.\*\* This progress has come as part of the general library development of the South and can be expected to continue. But the total Negro population of these states is 8,685,585, and of this number only 1,010,741 or 11 per cent have access to public library service, while 7,674,844 are still without it (*see* Appendix, p. 154). Moreover, 75

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\*Rothrock, M. U. Library development in the Southeast. A. L. A. Proceedings, 1923:118.

\*\*Yust, W. F. What of the black and yellow races? A. L. A. Proceedings, 1913: 159-67.

per cent of all the Southern Negroes are rural, most of them outside any library service areas.

The border states of Delaware, West Virginia, Missouri, have been omitted from this count, since the general practice of libraries in these states, as in the North, is to serve Negroes as well as other groups, through the regular library channels. A few cities on or near Mason and Dixon's Line—Cairo, Ill., Cincinnati, O., Evansville and Indianapolis, Ind., Kansas City, Mo., Washington, D. C.—belong in a group by themselves. They give intensive service to Negroes, through conveniently situated branch libraries in charge of Negro librarians, and, in the larger cities, the usual library privileges through the rest of the system. The 135th Street Branch of the New York Public Library is unique. It is in the heart of a compact community of 150,000 Negroes, many of them from the West Indies and South America.

### **Forms of public library service.**

Several forms of public library service to Negroes have been tried in the South (*see* Appendix, p. 155), with varying degrees of success. An independent library, administered by a Negro library board, is one method—used in Savannah, Ga., Meridian, Miss., Muskogee, Okla., and in four North Carolina cities, Charlotte, Durham, Greensboro and Laurinburg. Most of these have regular library buildings, erected from Carnegie or local gifts, and receive a few hundred dollars from the city. All are less adequately financed than the corresponding libraries for whites, have very limited book resources and librarians without special training. Indeed, the additional overhead expense of administering a second library effectively would be so great as to be practically prohibitive. The Negro community of Mound Bayou, Miss., 803 population, has its own very small library, in a Carnegie building.

In the remaining forty-seven communities, service is given to Negroes as part of the regular public library system—certainly a more logical, economical and effective method of administration. Extension agencies in the form of branch libraries, stations, school deposits, classroom libraries, are in the hands of Negro workers who can relate them closely to the life of their people. Book selection, buying, cataloging, are done at the main library. The librarian and department heads advise and help.

The Louisville Public Library, a pioneer in this work, serves the

44,448 Negroes in the city and Jefferson County through an organized Colored Department operating two branches in Carnegie buildings, a branch in the high school, 18 deposit stations, 66 classroom libraries in 27 school buildings. The circulation for a year amounted to 121,972 volumes. Stories are told to the children, clubs organized, auditoriums used for all kinds of meetings.

In Knoxville, Tenn., a city of 77,818, with a Negro population of 11,302, the Lawson McGhee Library operates a Negro branch in a Carnegie building. The library tries to contribute to the civic life of Knoxville in three distinct ways: (1) The circulation of books as widely as possible through the Negro community. To accomplish this, constant effort is made to maintain contact with group leaders, such as ministers and teachers, and to carry, not books alone, but library service, into the public schools. The library tries to improve the quality of reading, both by careful selection of books for purchase and by special emphasis on an annual vacation reading club, particularly for high school pupils and adults. (2) The auditorium is in use constantly as a club room and as a meeting place for various organizations. Several of these, literary and improvement clubs, were organized and are maintained under the auspices of the library, though with independent leadership. (3) Knoxville, like the average medium-sized community, has suffered from a lack of colored leadership in the civic, character building, and social problems of the colored community. The branch librarian (a man) recognizes it as a definite part of his library program to supply this lack both through his own effort and through a conscious attempt to develop such leadership among the young men of the community. Besides exercising the more usual functions of librarian, he is a sort of unofficial Y. M. C. A. secretary, Chamber of Commerce secretary, and social work executive.

In Greenville, S. C., a city of 23,127 with 8,184 Negroes, the Negro social and cultural activities are largely centered in the Phillis Wheatley Community Building. The public library has its Negro branch on the ground floor of this building, in a large and attractive room, planned for its use in the erection of the building. This puts the library in the heart of every social and educational movement among the Negroes. The library is open to the county, under provision of a special gift for this purpose, and is much used by the county teachers.

In smaller cities a branch or a deposit station in the high school,



with provision for community as well as school use, is common. The Public Library of Clarksdale, Miss., with county as well as city support, supplies all the Negro schools of the county with books, taking collections out in the book truck or giving them to the teachers when they come in to the library. Special purchases were made for the agricultural high school which teaches dressmaking and mechanics as well as agriculture. At a successful exhibit of the work of pupils, teachers attributed the progress made to the generous supply of books.

A special room in the main library is set aside for Negroes in Jacksonville, Fla., Lexington, Ky., Petersburg, Va. The Jacksonville Public Library feels that this form of service is not satisfactory and plans a branch library. In several Kentucky libraries—Newport, Paris, Paducah—the books are issued to Negroes at the main desk, but no reading room service is provided. Few make use of the library under these conditions.

### **Use of public library service**

Juvenile circulation exceeds the adult in the majority of libraries, fairy tales often leading in popularity. School reference work follows the usual lines. Among adults the books most read, aside from fiction, are those by and about Negroes, sociology, literature (especially poetry), religion, craft books. Teachers, normal school and college students, club women, ministers, social workers, have specific needs. Birmingham reports that practically every teacher and minister is a regular patron, and that the library is used extensively by twenty-two women's clubs. Richmond emphasizes the fact that figures do not show the use of the branch, for there are many readers who fill the quarters to capacity several hours a day but do not take books home with them.

### **State service**

State traveling libraries are available to Negroes in Kentucky, Maryland, North Carolina, Texas, but are not in great demand. In Georgia the Marblehead traveling library system for Negroes is administered by the Atlanta University. It is a collection of about 3,000 volumes, established by the late James J. H. Gregory of Marblehead, Mass., in 1910, sent in lots of forty or fifty to schools and responsible individuals. The Virginia State Library is used by Negroes on the same footing as whites; the North Carolina State

Library has a special reading room for them. The Arkansas Library Service Bureau gives individual mail service from its very limited resources and has taken up the question of traveling libraries with the state federation of colored women's clubs. Louisiana has no traveling libraries, as the new Library Commission is putting its effort into establishment of county service. Florida, Mississippi, South Carolina have no state work under way as yet. In the border states, Delaware and Missouri give traveling library service; West Virginia has no state library extension agency.

### **Libraries in educational institutions**

Negro city high schools—aside from those with branch service from the public library—show a wide range in the selection and administration of their book collections. Rural school libraries in general are in a very undeveloped state. Normal school and college libraries have a great opportunity to train teachers in the value of books for themselves and for their children. Most of them, however, are entirely inadequate, largely because the library is not a separate department, with a budget which would provide for salaries, books, periodicals, binding. The alumni of some institutions are making an effort to raise money for books; in others a fair sum for immediate needs is made available from regular funds; in others a book shower is vainly expected to provide much of value to teachers and collegiate students. The lack of adequately prepared librarians is also a most important factor.

### **Other influences**

Better educational opportunities for Negroes as well as for whites are coming as a result of the state educational surveys, the state divisions or supervisors of rural schools, the Jeanes County supervisors, the Rosenwald model school buildings. In North Carolina alone, \$15,000,000 of public funds were expended on all forms of Negro education in the four years from 1921 to 1925. In 1924, over 5,000 students were enrolled in Negro high schools; 4,257 Negro teachers, 84 per cent of the total, attended summer school; 1,000 carried extension courses.\* Agricultural extension work is raising the standard of living of the Negroes, the boys' and girls'

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\*Newbold, N. C. Negro education in North Carolina. *Journal of Rural Education*, 4: 145-56, Dec. 1924.

clubs having a particularly strong influence.\* Public library service will be increasingly important as the younger generation grows up. Fortunately the new Negro library school at Hampton, Va., will help solve the question of personnel.

### Summary

55 public libraries in 14 Southern states are serving Negroes. 1,010,741 Negroes live in their service areas.

7,674,844 Southern Negroes, 89 per cent of the total, are without public library service.

The policy of extension library service to Negroes as part of the regular public system is generally accepted in the South and even in the border cities. Such service of a high grade has increased rapidly in the last decade.

Further development of library service to the large number of Negroes still without it is a special problem in library extension.

Following the analogy of Negro school development under the stimulus of field agents, it seems probable that a regional library field agent would greatly advance Negro library development in the school, college and public library fields.

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\*U. S. Dept. of Agriculture. Circular 355. Extension work among Negroes. Sept. 1925.

## CHAPTER 7

# Library Service in the Territories and Dependencies

THE Canadian territories of Franklin, Mackenzie and Keewatin still have too sparse a population for public library service—less than 8,000 people to more than a million square miles. The strip of Labrador coast, which belongs to Newfoundland, not to Canada, has book service from a number of distributing centers maintained by the Grenfell Association. The few libraries in the Yukon territory have been included in the general statistics for Canada. The territories and dependencies of the United States, on the other hand, are so remote from the states themselves and their conditions are so varied that they seem to require separate treatment. Statistical tables would be meaningless. A brief statement of library conditions and needs in each is given, based on information secured from the best local authority.

### Alaska

The vast territory and sparse population of Alaska have retarded library development. The population even dropped in the decade from 1910 to 1920, and towns vanished with the closing of mines. Schools for the Eskimos and Indians, under federal administration and support, have necessarily emphasized industrial education. For them industrial education has meant first building up herds of reindeer. On the other hand, the population is now half white and a separate school system has been developed for the 4,000 white children, under a territorial commissioner of education and local school boards, the territorial legislature providing 75 per cent of the operating costs and the local communities only 25 per cent.\* High schools are accredited at the University of Washington. Adequate library service is needed by these young people as well as by the many isolated adults who have little other recreation.

The present library service is far from adequate, according to the

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\*Hagie, C. E. Alaska and her schools. *Journal of the N. E. A.*, 15:165-67, June, 1926.



Alaska Committee of the Pacific Northwest Library Association, which has collected information and studied the problem. The territorial library at Juneau, recently housed in a new building, is historical in name and character, doing no extension work. Small local libraries at Fairbanks, Haines, Nome, Ketchikan, Sitka, Skagway and Wrangell are operated through unofficial community effort. Juneau has a municipally supported public library which is well used. The high schools still welcome gifts of worn books from the Seattle library. The Agricultural College and School of Mines is beginning to build up its library under a full-time librarian.

Territorial library extension is the recommendation of the Pacific Northwest Library Association, which believes that some form of traveling library service could be worked out to overcome transportation difficulties.

### **Hawaii**

The "melting pot of nations" has provided universal public library service, of a very high grade, for its polyglot population of over 255,000, through four county libraries. The Library of Hawaii first carried on extension work, beginning in 1913, when existing city and territorial libraries were merged and housed in a Carnegie building. It acted as sponsor for the other three county libraries, established since 1921, and still serves as a clearing house for book requests, keeping up a union card catalog.

The county libraries reach out through systems of branches and stations—246 distributing points in all—to the most isolated island, half way across the Pacific, where the fifteen men in charge of a cable station have a book collection exchanged quarterly when the cable boat calls. All the schools are served and many small communities. Personal contact is maintained by visits from the stations librarian and books advertised through story telling in the schools. A course in literature for children is given in the territorial normal school and a close relationship maintained with the department of public instruction. The libraries are a distinct force in the life of the islands.

Support for these libraries comes from territorial funds, appropriations being made biennially by the legislature. The total for the past year was \$105,750. The four collections contain 127,998 volumes; the circulation from them in the past year was 655,196, well over two per capita, in spite of the amount of illiteracy. And additional book facilities are provided by well-organized libraries in



the territorial university, the normal school, the museum and the army posts. Hawaii has set a notable example to the states as well as to the territories and dependencies.

### Philippine Islands

Over ten million people, most of them without access to books, present a serious library problem. Every effort is being made by the government to improve educational facilities and particularly to increase the use of the English language. Lack of books is recognized as one of the great obstacles, in a recent educational survey made by the International Institute of Teachers College, Columbia University.\* Public and school libraries are practically non-existent outside of Manila, according to the surveyors. The last report of the insular department of education, to be sure, shows an advance of 12 per cent in a year in the number of books in high schools. But these reach a small number of the million and more pupils.

The Philippine Library and Museum in Manila is supported by the legislature, the last appropriation being 206,905 pesos (about \$103,450). This must cover legislative reference, archive, museum and Filipiniana divisions as well as general circulation and extension. The collection numbers 138,000 volumes; the circulation for 1925 was 223,000. Limited extension work is carried on through ten branches and four stations, but these are inadequate in number and in size. The legal organization exists, however, for a larger service.

The university library, under trained and able leadership, has been handicapped by an inadequate book fund, cramped and unsuitable quarters, and small staff. Renewed emphasis on its needs in the report of the Survey Board has already brought larger income and the promise of a library building. The library of the Bureau of Science, also under a trained librarian, is primarily a special reference library, but gives deposit service to the college of agriculture and other institutions and departments. Army posts have traveling library collections of recreational reading and mail service from a central department library. Two private higher educational institutions, according to the Survey Board, have good libraries, the Silliman Institute (Protestant) and the Ateneo de Manila (Jesuit). A course in library science at the university is developing a library personnel to supplement the little group trained in the states.

\*Philippine Islands. Board of Educational Survey. Survey of the educational system of the Philippine Islands. Manila, Bur. of Printing. 1925. Scattering references.

The great need, as the university librarian sees it, is for a general appreciation of the value of public libraries as indispensable agencies for popular education. A library survey, which would point the way to a program of library extension, is suggested as a logical follow-up of the educational survey.

### **Porto Rico**

With a population of well over a million, Porto Rico ranks next to the Philippines. Since the Spanish-American War, compulsory education, American citizenship, and manhood suffrage have all come, and illiteracy has been reduced from 83 per cent to 55 per cent. Public library development began in the seventies, with the establishment of the first municipal library at Mayaguez. Now the larger cities are said to have libraries; the smaller cities, municipally supported reading rooms. The amount and quality of this service is open to question, however.

In 1913 the Public Library of San Juan and the Insular Library were combined, under the former name, but with insular support, and a Carnegie gift of \$100,000 for a library building was accepted by the legislative assembly. The library is administered by a board composed of the insular commissioner of education as president, the commissioner of the interior, the secretary of Porto Rico, and four others appointed by the governor. The collection of 30,000 volumes is used both by English and Spanish speaking people. At least 5,000 volumes are out in circulation over the Island, in the form of traveling libraries or of individual loans. Plans for closer connection with the various municipal libraries are under consideration, according to the librarian.

The forthcoming report of an educational survey by the International Institute\* will emphasize the lack of library facilities and adequate supplies of books outside of San Juan, as one of the conditions most urgently needing correction.

### **Panama Canal Zone**

This strip of land, ten miles wide and fifty miles long, with a population of 27,000, administered by the War Department as a military reservation, presents an unusual library situation. First

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\*This report has appeared since these lines went to press, and is published by Teachers College, Columbia University.

there is the army library service, administered from a headquarters library at Quarry Heights, operating twelve branch libraries and many more stations at outlying posts. This system serves the eight to ten thousand troops garrisoned in the Zone, both enlisted men and officers, and, in addition, the wives and children. The civilian population is cared for by the Panama Canal Library at Balboa Heights, which maintains six branch libraries at various points in the Zone. The two high schools have each a small library. The elementary schools (six white and eight colored) have none, but traveling library service for the colored elementary schools is being organized by the superintendent of schools.

### **Guam, American Samoa, the Virgin Islands**

These three dependencies with a total population of less than 50,000 are alike in being administered as naval stations, each under a naval governor. Libraries planned for the naval personnel are under the direction of the director of libraries in the Bureau of Navigation, Navy Department. They are usually open to the small civilian adult population which reads English. There is need in all the islands, according to the director, Isabel DuBois, of education in the value and use of libraries.

Guam has two libraries. The Naval Station Library, with branches in the naval hospital and the marine barracks at Sumay, has a collection of about 4,300 volumes, and receives quarterly shipments of additions. The average monthly circulation is over 2,000. The director of education says: "Due to the isolation of this station, its infrequent mail service and the fact that most of the enlisted personnel here are rated men, much reading is done and the library is well patronized and highly appreciated." The Teachers' Library, for the native teachers and pupils, was established by a gift of 2,000 volumes from John Rothschild Co., San Francisco, exporters, and added to by the Junior Red Cross. It needs many more books for the children, reference books, standard novels, according to the director of education. As instruction in English is compulsory in the schools, the number of potential readers is increasing.

In American Samoa the only library is that of the naval station, a collection of about 3,000 volumes, with a monthly circulation of about 300. The director of education considers this very small "considering how much time people have to read here on the island. It is hoped that in time we can increase the circulation fifty per cent."

There is no illiteracy. Adults can read and write either English or Samoan and public schools are conducted in English.

The Virgin Islands have a small naval library at St. Thomas. Civilian library service was established in 1920 under the auspices of the Junior Red Cross, which met the cost of books and supplies and the services of a library organizer, Adeline B. Zachert, now director of school libraries in Pennsylvania. Books were also contributed by the American Library Association, from its War Service collection, by the Navy Department and by individual libraries. There are now three public libraries, at St. Thomas, Christiansted and Fredericksted. The Colonial Council appropriates money for upkeep. They are administered by a committee of three—one member (the chaplain) appointed by the governor, one by the Red Cross, one by the Colonial Council—and are in immediate charge of part-time native librarians. As English is the language of the islands and education compulsory, the libraries are appreciated, 38,395 volumes being drawn in a year.

### Summary

Hawaii has set a notable example of universal library service through four county libraries.

The Panama Canal Zone has provided for its smaller library needs.

Alaska, the Philippine Islands, Porto Rico, have great library needs and problems, requiring individual study, possibly through library surveys.

The smaller dependencies have library service in varying degrees, the need being for a development of existing facilities and education in their value and use.

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## CHAPTER 8

### Universal Public Library Service

**E**QUALITY of library opportunity as of other educational opportunity should be the aim of a democratic country. This study, however, shows grave inequalities in library facilities. On the one hand many cities and a small but growing number of counties have high grade public library service which has thoroughly demonstrated its value to the communities served. On the other hand, 44 per cent of the people of the United States and Canada, most of them living in the country or small towns, are without local public library service, and many more have meager, inadequate service. Moreover, these handicapped folk are not massed in one undeveloped section, but are found in practically every state and province.

Library service is not a theoretical but a recognized need. Every day's mail brings to the state library extension agencies and the American Library Association urgent calls for help from city, small town and country. The growing interest in books and library service is particularly marked among rural leaders and organizations.

#### **Public library service needed**

No other form of library service has been found to take the place of the local or county public library, which gives personal contact between reader and librarian, between reader and book collection, as even the best state service can never do. The rapid advance of agricultural extension, one of the outstanding rural developments of recent years, has come largely through the work of the county agent, on the ground, month after month and year after year, arousing the interest of the individual, making the contact between him and the printed matter and specialists available from state headquarters. A strong state or provincial library extension agency is, however, of the greatest value in the establishment and development of public library service. The informal community service that a school or other local institution library can give does not take the place of the larger public library service, though the school is a usual service station in rural public library extension.

### Universal public library service

Adequate public library service within easy reach of every one must then be the ultimate goal. The fact that a few states and countries have actually made public library service universal shows that it is a possible achievement, not the dream of a visionary. The two states, Massachusetts and Rhode Island, are too small and thickly settled to be at all typical. The Panama Canal Zone is unusual both in size and in form of government. One territory and two European states, however, show what can be done under difficulties.

The territory of Hawaii, whose universal county library service has already been described (*see* Chapter 7) had many problems, such as diversity of languages, high illiteracy, scattered islands to be reached. Belief in the value of books and library service conquered these obstacles. Four county library systems in the four counties maintain 246 distributing centers, reach even the most isolated islands, take books wherever there are schools or adults who will read.

Czechoslovakia, with all the problems of a new nation to face, made public libraries compulsory in cities and villages by act of July 22, 1919, soon after the organization of the new government. Very small villages were given until 1929 to comply. By the end of 1925 the only communities still without public libraries had less than 300 population. At the same date there were 12,500 libraries, with almost four million volumes.\* This is not quite universal service, but close to it.

Belgium has made a good beginning in library development under the carefully considered law of 1921. Because of general financial conditions, the time was not considered ripe for compulsory library establishment. The communal administrations were, however, required to act on petition of one-fifth of the electors, and state subsidies provided for further encouragement.\*\*

Great Britain, struggling with the aftermath of the war, has established 89 county libraries since 1919, due to the stimulus and help of large subsidies from the Carnegie United Kingdom Trust. It is estimated that by the end of 1925, 99 per cent of the rural

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\*Library Journal, 51:194, Feb. 15, 1926.

\*\* (Belgium) Ministère des Sciences et des Arts. Bulletin des bibliothèques publiques. v. 1, no. 1, Jan. 1922.

population of England and Scotland had county library service.\* The county library movement is also spreading in Ireland.

America is proud of initiating the public library movement. It will doubtless not suffer that proud position of leadership to be lost. It will rather adopt and follow energetically a program of diligent effort and generous support that will rapidly reduce the percentage without library service. It will develop wisely and extend broadly the work it has so well begun.

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\*British county libraries and the Carnegie Trust. *Library Journal*, 51:569-70 June 15, 1926.

## PART II

### METHODS FOR PROMOTING PUBLIC LIBRARY DEVELOPMENT





## CHAPTER 9

### Objectives and Program

**M**ERELY to state the problem of public library service for 50 million people now without it, and more adequate service for many others, is a challenge. More than a mere statement of the problem, however, is needed. Effort toward its solution should be wisely directed, waste effort avoided. The question has already been raised: What can the American Library Association do about it? State library associations, national organizations, interested individuals are asking for definite objectives, a clear cut program.

Many and varied methods have been suggested for promoting library development. These have been studied and evaluated. Opinions of state library extension workers and other librarians have been secured. Experience in other fields has been utilized. A few of the proposed methods have been considered impracticable; others required further study than could be given in the time available. The most fundamental and far-reaching have been selected for emphasis.

#### Objectives

The ultimate goal: adequate public library service within easy reach of every one in the United States and Canada.

The basis of the main effort toward this goal:

1. A public opinion convinced of the value of public libraries and of high standards of library service;
2. Effective city libraries reaching their whole service areas;
3. The county or other large unit as the basis for adequate rural public library service;
4. A strong state library extension agency in every state and province, to lead in library development, to give supplementary book service, and to give direct service until public library service is developed.

#### Program for the A. L. A.

Organized effort toward these objectives on the part of the American Library Association, in the closest cooperation with individual state library extension agencies, state library associations

and the League of Library Commissions, and agencies and organization with interest in library development, through:

1. Field agents, for assistance in the establishment of state library extension agencies, county libraries and local libraries and the improvement of existing libraries;
2. Publicity, especially through rural social agencies and educational mediums;
3. Free and wide distribution of publications to encourage library development;
4. Surveys of library conditions and needs to develop state-wide or local library programs;
5. Study and compilation of library laws, drafting of model legislation;
6. Encouragement of demonstrations and experiments, especially in the state and county fields;
7. Encouragement of private subsidies as an aid to library extension;
8. Further study of library extension problems.

Two more should be added for completeness, though they are outside the field of the Committee on Library Extension. The Council of the American Library Association has already endorsed the movements for a cheaper book post and for a United States Bureau of Libraries, and has referred them to the Committee on Federal and State Relations for action. This committee recognizes the importance of these subjects in a general program of library development. Moreover, with the growth of library service must come a corresponding development of adequate library personnel. The Board of Education for Librarianship is working for this end.

The first six items of the program are discussed in following chapters, the others given briefer mention here.

### **Further study of extension problems**

It is significant that the need of a continuing study in the field of library extension was recognized by the A. L. A. Council in the creation of this standing committee. Questions have already been opened up which could not be answered in a few months; many more will undoubtedly arise in the future. The need of an executive assistant or extension specialist has also been demonstrated.

Problems already on the docket are: library service for the suburban municipality; larger library units for Canada and other sections where the county unit may not be suitable; form of organization for a state library extension agency; the desirability of state aid, in gen-

crous amount, for large unit libraries; special problems in library legislation.

Up-to-date information on the status of library extension will be needed from year to year. A few outstanding facts should be collected and published annually or biennially, at least from the states having active library extension agencies. A large number of individual public libraries now file reports on a form worked out by the A. L. A. Committee on Administration. Preparation of a corresponding form for state agencies to cover their own work and the state situation, with definitions of terms like "public library," might well be a joint project of the Committee on Library Extension and the League of Library Commissions.

Valuable studies of rural reading interests and facilities and of rural library extension have already come from state agricultural colleges and experiment stations. Establishment of rural library research fellowships in agricultural colleges would be desirable. The field of research of the agricultural experiment stations was specifically broadened by the Purnell Act of 1925 to include rural sociology. Provision was made for annual appropriations in increasing amount up to 1929, when each station was to receive \$60,000 annually for research. Close cooperation in rural library research should be developed between the American Library Association, on the one hand, and the state agricultural colleges, experiment stations, and the United States Division of Farm Population and Rural Life in the Bureau of Agricultural Economics, on the other.

### Private subsidies

Gifts to public libraries from individual donors have bulked large in the past. The important part they can play in future library development, in supplementing public funds, was recognized in a recent resolution adopted by the A. L. A. Council, "Remember the library."\* Loyal alumni make magnificent gifts to their colleges—a million recently for the Dartmouth College Library. Graduates of the "people's university" might follow the example set by Morris Gest, who gave the proceeds of one performance of the "Miracle" to the Boston Public Library as a recognition of the education he had received from it.

The stimulus to local library establishment of the Carnegie gifts

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\*A. L. A. Bulletin, 20:28-29, Feb. 1926. Also a broadside.

for library buildings is so well known as scarcely to need mention. Almost \$43,000,000 was given and 1,775 library buildings erected in the United States and Canada.\* The pledge of tax support required from each community made the gifts thoroughly constructive.

A similar development of county libraries has come in Great Britain and Ireland under the influence of subsidies from the Carnegie United Kingdom Trust. Permissive county library legislation existed. To stimulate local initiative, grants were offered in 1920 to meet capital outlays in books, shelving, boxes and necessities. £310,000 was disbursed, usually in grants of £2,000 each. Under this influence the number of county libraries increased from 29 in 1920 to 89 in 1925. In Ireland, where the movement is in a less advanced state the offer holds good until 1930.\*\*

Would not rural library extension in America also be stimulated by grants from private foundations, based on guarantees of continuing support?

### Cheap book post

The need of a cheaper book post to further the use by country people of all forms of rural library extension—township, county, state—has long been recognized. Since the advance in postal rates a year ago the need is greater. It now costs a farmer sixteen cents to borrow and return the average book from the nearest library. If he happens to live in the third zone from the state library, it costs twenty cents. Even if the library pays outgoing postage the cost still mounts rapidly if books are borrowed often. Considering the cheap rate given newspapers and magazines, a high rate for books seems unfair. Application of the advertising rate to library mailing is sought—one cent for each half pound in the local zone—making the average cost of mailing out and back within the county three or four cents per book. It is believed that this rate would pay for the service, since the book parcel is easily handled, and would even develop additional revenue for the post office as the use of mails for book service would increase.

At the Seattle conference in 1925, the Council readopted a 1924 resolution as follows:

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\*Carnegie Corporation. Report, 1922, p. 9.

\*\*British county libraries and the Carnegie Trust. *Library Journal*, 51:569-70, June 15, 1926.



*Resolved*, That the project for a library book post—a cheap rate of postage on books sent between libraries, and between libraries and their subscribers—be made a major legislative activity of the A. L. A. within the coming year, and that a pamphlet be prepared on “The Case for the Library Book Post,” and that it be widely distributed.\*

A resolution passed December 30, 1921, states the case a little more fully:

*Resolved*, That the American Library Association again urge upon the Postmaster General the imperative need of such modification of the initial pound parcel post rate on books passing between any properly defined public library and its rural population adjacent, as is clearly possible within the limit of a desired self-paying character of the postal service.\*\*

The Committee on Federal and State Relations is working with an ardent and faithful advocate outside the profession, Alfred L. Spencer, a Granger, of Savona, New York. Endorsement has been secured from national organizations like the Farm Bureau, Grange, Federation of Women's Clubs, Federation of Labor. Bills have been introduced, hearings held. It is expected that the Joint Postal Committee will report a permanent postal bill at the next session of Congress.

### United States Bureau of Libraries

The A. L. A. has already gone on record as believing in a federal bureau of libraries as one method of furthering library development. It decided that the proposed department of education, which would include a bureau of libraries, was a step toward the desired goal, and endorsed successive bills for the establishment of such a department.\*\*\* The Committee on Federal and State Relations has supported these bills for the Association.

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## CHAPTER 10

# Active National Extension through Field Agents

USE of national field agents for library extension in unorganized states would follow the precedent set by the state library extension agencies themselves. Much of their work has been done in the field, studying local conditions, conferring with local leaders, before making plans or giving advice in library establishment or development. Many of the national organizations, the private foundations, the federal departments, make use of field consultant staffs, to supplement correspondence, both for extension in new territory and for consulting service, on request, in organized territory. The many calls for help that come to A. L. A. Headquarters—from New Brunswick and Arizona, Florida and Colorado, and states in between—indicate the need of active field work from national headquarters.

### Establishment of state agencies

Help of a national field agent in a movement for the establishment of a state library extension agency would be welcomed by the state library association, the Federation of Women's Clubs or other group initiating it. The field agent could help in preliminary work with leaders of public opinion, with group conferences, leading up to formation of a working committee, in choice of the best form of organization to work for, the drafting of the bill, and in the general publicity campaign to secure the active support of the important organizations of the state. As the movement progressed his part in it would naturally be directed by the development of the situation.

It must be remembered that seven states have no state library extension agency, three others have laws but no support, several more have agencies for book distribution only; that only two Canadian provinces have regular library extension agencies. If, as the Committee believes, such an agency is fundamental in the library development of a state or province, organized effort might well be put into rounding out the number.

### **Library establishment or development**

From states without active state library extension agencies, calls for help in the establishment of local libraries are frequent. Quite as often the question is, "How can we put our library on a tax supported basis?" Requests have come recently from cities of from ten to thirty thousand population as well as from smaller places. County library plans might be substituted for local ones, local plans would be more wisely made with the help of a field agent on the ground. State library extension workers will appreciate how impossible it is to give adequate help to such communities through correspondence and printed matter, without a knowledge of the local situation.

### **Consulting service**

Trustees or librarians of newly established state agencies, new heads of older ones, might be glad of consulting service in state program making or in special problems, as in the difficult one of legislation (*see* Chapter 13), to judge from requests for field work already on file. National help might also be given on request, to agencies seriously handicapped financially, either through furnishing comparative figures, budget studies, publicity material, or through personal assistance in presenting the need and the value of the work to organizations of the state. National field work would, of course, not conflict with or duplicate that of the established state library extension agencies.

### **Contacts with other organizations**

The general library publicity that could be carried on by field agents through personal contact with officers and field representatives of other national organizations and through representation at their conventions, is discussed in connection with other forms of publicity in the following chapter. These outside contacts form an important part of the work of a field staff.

### **Regional headquarters**

It might be advisable from time to time to assign a field agent to a special geographical region for intensive work. A regional field agent becomes thoroughly familiar with conditions and needs in one section. Time and expense of traveling are reduced. A special prob-

lem, such as development of library service for Negroes, might also require a special agent.

### Conclusion

The Committee has therefore placed, at the beginning of a program for organized effort, active national extension through field agents, for assisting in the establishment of state library extension agencies, county libraries and local libraries, and for improving existing libraries, as well as for personal publicity. Field work, and all other parts of the program should be carried on in the closest cooperation with individual state library extension agencies, state library associations and the League of Library Commissions, and all agencies and organizations with interest in library development.

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What can the league of library commissions do for its members? Symposium. A. L. A. Proceedings, 1919:286-93, 406-7. (Papers by Budlong, Lowe, Downey and discussion.)  
Interesting side lights are thrown on the possibilities of field work by the reports of other national organizations and of the private foundations.

## Nation-wide Publicity

THE need of organized, centralized, library publicity has been recognized in every recent discussion of library extension, at library conferences. The American Library Association already has a publicity staff, which carries on continuous publicity through press notices, news releases, magazine articles, in addition to keeping the profession informed through the *Bulletin*. The Fiftieth Anniversary Committee has put special emphasis on publicity, has planned and placed magazine articles, prepared and distributed posters and arranged an exhibit on a large scale at the Sesqui-Centennial Exposition, Philadelphia. This special effort should be continued beyond the Fiftieth Anniversary year. The uneven distribution and development of public library facilities demand continuous, large scale, nation-wide publicity.

Such publicity would not duplicate or conflict with state and local publicity. In addition to promoting the general objectives of the extension program its special function would be to lay a foundation of educated public opinion on which state and local publicity could be built, to inform national leaders and make library extension agents of them.

### Emphasis

To build up a true popular conception of library fundamentals the following points need emphasis over and over again:

1. The value of books and reading; the superiority of the book as a source of opinion, information, inspiration, education, over other forms of print;
2. The library as a public institution, publicly supported and administered;
3. The all-round service of a live library, emphasizing reference service, adult education and other less known aspects, as well as the popular one of work with children;
4. Some accepted library standards, as, \$1 per capita as the minimum tax support, book circulation per capita, book ownership per capita, where conditions approach the ideal;
5. Existing library facilities and lacks. Who and where are the people



without library service? Appeals to state pride as was done by the Ayres school rating;

6. The idea of extension, book distribution, as it runs through both city and rural extension;

7. Special forms of library extension, the county library, the state library extension agency;

8. The A. L. A. and the state library extension agencies as centers of library information.

### Groups to be reached

Since the people without library service are largely in the rural districts, much of the extension publicity needs to be aimed in that direction. Urban groups should by no means be ignored. They are better known to librarians, however, and have been better reached heretofore. Some important rural, or town and country groups and agencies are:

1. Agricultural extension workers, national and state; agricultural college faculties, particularly the rural sociology professors;

2. Editors of farm journals;

3. Agricultural organizations such as the Farm Bureau, Grange, Farmers' Union; in Canada, the United Farmers;

4. Social and educational organizations, as the Parent Teacher Association, General Federation of Women's Clubs, Country Life Association, Boy Scouts, Y. M. C. A., Y. W. C. A.; in Canada, the Women's Institutes;

5. University extension workers;

6. State departments of education, federal field agents;

7. Teachers, through the National Education Association and state associations, the teachers' colleges and normal schools;

8. Church leaders, especially rural church officers of national church boards and organizations like the Institute of Social and Religious Research;

9. Business agencies with rural interests, as the International Harvester (with field workers throughout the country), the American Bankers' Association, The Sears Roebuck Agricultural Foundation.

### Personal publicity

There is a need of personal contacts with national and regional leaders in all these fields and for representation at national conventions. Increasing opportunity for such contacts will be found even in the headquarters city, with the completion of the Agricultural Building which will provide a center for conventions and offices of national rural organizations. Organized cooperation might even be established through a rural advisory committee, called together in the first place to discuss the library situation as shown in this study.

Many opportunities to speak on aspects of library extension will present themselves, once relations are established. Informal speakers' bureau service might be developed, to supplement work of field agents through the help of librarians in different parts of the country, informed as to the national program. A request has already come for a series of talks on general aspects of library work at a university summer school, as part of its regular curriculum.

### Radio

Broadcasting has been utilized as a publicity medium by individual libraries and state library extension agencies. California is planning organized effort for the whole state. There is great need and opportunity for an organized, cooperative, national program, including the preparation of talks which could be given in different parts of the country. The National Farm Radio Council, for example, selected fifteen high power stations, widely distributed, and arranged for 427 authoritative talks on agricultural subjects in a year. The Council gives advisory service, surveys radio demands of specific territory, builds a complete farm program for a given station, including supplying speakers, furnishes complete publicity service for all radio features.\*

### Exhibits and exhibit material

Library exhibits in charge of national field agents offer a valuable form of personal publicity. In addition to exhibit material for this use there is need and constant demand for the circulation of pictures, slides, posters, graphic material of all kinds, for use in connection with campaigns for local, county and state library establishment or development. Talks or explanatory material may be needed with the slides; in other cases they should be self-explanatory, as for use in moving picture houses. A good beginning in this field has already been made by the A. L. A. publicity staff. It needs to be greatly developed. Itinerant exhibits would also be useful. The North Carolina Library Commission borrowed a county book truck for state book service publicity in isolated mountain districts.\*\* The

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\*Keeping step with public demand. National Farm Radio Council, 58 E. Washington St., Chicago. pam.

\*\*Petty, A. F. An experimental journey. North Carolina Library Bulletin, 6:111-14, Dec. 1925.

Iowa Library Association has recently purchased a book truck which is used with great success as a movable library exhibit for county fairs.

### Newspapers, magazines

Relations with newspaper syndicates have already been established at A. L. A. headquarters. Library extension news and articles should be provided for this channel of publicity and the outlets should be broadened to include the rural publications. Editorial comment should be sought as well as space in news columns and feature articles. The country weeklies, which will use plate matter, are as important as the dailies, the farm journals more influential in rural districts than the general magazines. There are over sixty of these farm weeklies or monthlies, two of them with more than a million circulation. The sectional and state journals which are federated as the Standard Farm Papers, can be reached collectively. Organs of national, educational, social, and agricultural agencies, such as *Rural America*, *Journal of Rural Education*, and the *National Grange Monthly*, offer a special opportunity for publicity adapted to the needs and interests of a particular group.

### Extension publications

In addition to all the publicity that can be secured through the channels already mentioned, extension publications are needed—broad-sides, folders, booklets for general distribution, pamphlets for the leaders, mimeographed material for temporary use or for adaptation to state and local use. Short and attractive book lists are also in demand, and plays, both for children and adults. A beginning has been made, but much more is needed.

Every national organization with a program of information provides for free and wide distribution of publicity material. Even a local library has been known to distribute 10,000 copies of its bulletin in one city (Indianapolis). The regular A. L. A. publications budget has covered sale rather than free distribution, for obvious financial reasons. Library extension should provide for generous free use in connection with its own activities. Sale of small publications at a quantity rate to state library extension agencies should be continued and further developed. Central preparation and printing of publicity material could be made an important aid to state agencies with a small staff.

### Informing the profession

If outsiders are not thoroughly informed on library matters, are librarians themselves entirely up to date in their knowledge of rural conditions, agencies, modes of thought? National church boards and organizations like the Y. M. C. A. and the Y. W. C. A. are putting special emphasis on such knowledge in the preparation of their workers and through summer conferences. Eight rural church conferences were held in the summer of 1925, lasting from ten days to two weeks, five of them at state colleges of agriculture. Most of the time was given to a study of rural problems and agencies, under the leadership of the agricultural faculty; a small part of each day set aside for discussion of church problems. State bankers' associations, anxious to understand and work with the farmer, are holding special two-day or three-day conferences or annual conventions at the colleges of agriculture. Librarians also need special preparation for rural work. The Committee recommends:

1. That the Board of Education for Librarianship suggest to the library schools a greater emphasis on rural library extension, rural conditions and social agencies;
2. That an experimental summer conference on rural library extension be held, at a state agricultural college, for librarians already engaged in state, county or other rural extension, and for those interested in entering the field.

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## CHAPTER 12

# Surveys and Programs for Library Development

**T**HE survey method, successful in other fields, seems well adapted to the study of library conditions and needs, as leading to state-wide or local programs of library development. The case was well put at the Seattle Conference of the American Library Association:

Many states would be benefited greatly by a library survey conducted by an outside organization undertaking the work in the state, but only on the invitation of the state legislature, the state library association, or some group of recognized authority. Such a survey should make a careful study of the entire library situation. It should investigate the state-supported library activities, the code of library laws providing for the organization of libraries throughout the state, the library support and taxation, the school library situation, and after that is done its report and its recommendations would go before the state with some authority and attract public interest and support, and would concentrate attention on the importance of development of public libraries in that state. The effect of such a survey and report possibly would not bring immediate results, but the state would have the challenge of a constructive and comprehensive program for library development which would point the way to secure for all the people of the state the privileges and the opportunity of books from a free public library or from a public library system for the state.\*

### Library surveys

In Great Britain, the rapid development of rural library service in recent years has been the outgrowth of two national surveys,\*\* made for the Carnegie United Kingdom Trust, in 1915 and 1924. The second showed that the rural experiments recommended in 1915 had been put into effect at once, the needed legislation enacted, and marked progress made. It measured that progress and made further recommendations.

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\*Wyer, M. G. How the A. L. A. can promote library extension through state surveys. A. L. A. Proceedings, 1925:140.

\*\*Carnegie United Kingdom Trust. Report on library provision and policy; by W. G. S. Adams, 1915, and The public library system of Great Britain and Ireland; 1921-23; a report by the Secretary, J. M. Mitchell, 1924.



In the United States, on the other hand, only a few library surveys have been made, of city or state libraries, on a small scale as compared with school surveys and with little publicity. Some of them brought good results. The report, *A survey of libraries in the United States*, being issued by the American Library Association, shows what libraries are actually doing and indicates the wide range of library service; but it offers no recommendations either for the country at large or for any community.

Libraries have also been included in school, recreation or other surveys. In a "better cities contest" in Wisconsin the library was one of ten aspects of community life to be studied and scored.\* One of the great values of this contest was that whole communities became informed of the standing of their libraries. It is state-wide library surveys, however, that are especially needed to further library extension. The Tennessee Library Association has already requested the A. L. A. to make a survey of Tennessee library conditions and needs and present a state program for library development.

### **In other fields**

Beginning with the Pittsburgh survey of 1908, the survey method has been in constant use. A forthcoming bibliography announced by the Russell Sage Foundation is expected to list 3,700 printed surveys. The United States Bureau of Education alone made eighteen, in the year 1924 to 1925. Other surveying bodies are the General Education Board, Teachers College of Columbia University, the Russell Sage Foundation, Institute of Social and Religious Research, Red Cross, American Child Health Association.

The survey is used for studying the school problems of a whole state, of a city or county; of the higher educational institutions of a state; of a special phase of education, as vocational education, building needs. Community or social surveys of cities were followed by rural community surveys. Religious, health, hospital, child welfare surveys are all common.

### **Value, results**

The survey is generally endorsed and accepted by educators and social workers. One of the latter, Paul Kellogg, describes it as follows:

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\*Fair, E. M. Scoring contest for public libraries. *Library Journal* 51:79-80, Jan. 15, 1926.

The survey takes its unit of work from the surveyor (geographical area) . . . takes from the physician his art of applying to the problems at hand standards and experience worked out elsewhere. . . takes from the engineer his working conception of the structural relation of things. . . takes from the charity organization movement its case-work method of bringing problems down to human terms (piled-up actualities). . . takes from the journalist the idea of graphic portrayal.\*

Cubberley, of Leland Stanford, says: "The survey stands today as our most important means for educational diagnosis."\*\* Buchner, of Johns Hopkins, who summarizes the year's output for the Bureau of Education, says:

My own experience. . . had taught me that a school survey properly conducted by a competent and impartial director, not connected with the school system being surveyed, could bring to that system a clearness of vision as to the existing situation, and a soundness of judgment as to recommendations for the future, that would be of tremendous and lasting value to the city under survey.\*\*\*

Results are often far-reaching and spread out over a period of years, following increased knowledge and interest on the part of the public. The Ayres school rating, for example, had a wide influence in awakening the whole nation to school needs, according to the Montana Superintendent of Public Instruction.\*\*\*\* There are instances where immediate action has been taken by the proper administrative body even before completion or publication of the survey. Enactment of new school codes followed school surveys of Delaware and Maryland by the General Education Board; important school legislation was passed in Indiana, Kentucky and North Carolina. In Ohio a special session of the legislature was called to consider the findings of the school survey of 1913. It enacted the recommended legislation under which consolidated schools have multiplied. Emphasis on the county as the unit of administration was one result in North Carolina and Maryland. Better training for teachers followed almost universally.

Difficulties are met in carrying out recommendations, of course. Constitutional changes are sometimes necessary, and these are hard to secure. For example, in Indiana and Kentucky school

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\*Phelan, John. *Readings in rural sociology*. Macmillan, 1924, p. 481-84.

\*\*Sears, J. B. *School survey*. Houghton, 1925. introd., p. 8.

\*\*\*U. S. Bureau of Education. *Biennial survey, 1920-22*, v. 1, p. 621-22.

\*\*\*\*Montana. Dept. of Public Instruction. *Biennial report, 1924*, p. 5.

surveys a longer term was recommended for the State Superintendent of Public Instruction. This result has not yet been obtained. Any reorganization of state departments or boards comes slowly. On the whole, however, the results seem much larger than the difficulties.

### Survey procedure

A study of a number of important surveys and of survey literature shows that certain fundamentals of procedure have been evolved and are being used successfully. They are suggestive for library application of the method.

1. Local initiative is considered important.

The rural school survey of New York is an example. The demand for this survey originated in a conference of farmers held at Cornell University. It was conducted under the direction of a committee composed largely of members of the farm organizations. Another instance is found in the activities of the Arkansas Education Commission appointed by the governor and made up in large part of farmers. It was primarily a farm group in a state predominantly agricultural economically which took the initiative and raised money to finance a complete survey of the state educational system.\*

2. Formal action on the part of the state legislature, city council, local board of education or proper governing body is desirable and usual.

3. The survey commission is usually composed of citizens of the state or locality, of high standing. This makes for good feeling.

4. Specialists are brought in from outside the state or city at the request of the survey commission. Expert knowledge and the point of view of disinterested outsiders are both needed.

5. The survey is financed from state or local appropriation, from funds raised by interested groups, by a private foundation, or by all three methods in combination.

6. Publicity for the survey itself and for findings and recommendations is highly important. It is carried on from the very beginning, culminating with announcement of findings and program. The local survey committee stands behind the findings and is quoted. Press reports, exhibits, public meetings, public luncheons, conferences with interested groups, every possible method is used. The report is printed in popular form, with illustrations and graphs, and distributed as widely as possible.

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\*Cook, K. M. Rural education. U. S. Bureau of Education. Biennial survey, 1920-1922, v. 1, p. 127.

### 7. A program for action is an important part of the work.

The survey was never regarded as successful unless public opinion was aroused to the point where community action was made possible along lines recommended in the survey report. Its leaders always insisted that the work of the survey had not been completed until its recommendations had been shaped into a community program and arrangements made for putting this program into effect.\*

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 The Russell Sage Foundation has announced an exhaustive bibliography of social surveys, compiled by S. M. Harrison and Allen Eaton, to list about 3,700 surveys.

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\*Steiner, J. F. Community organization. Century, 1925, p. 194.



## CHAPTER 13

### Study and Improvement of Library Laws

THE library laws of each state have a far-reaching effect on its library development, for they are the structural foundation on which library service is built. There is great room for improvement in existing laws, according to the chairman of the A. L. A. Committee on Legislation, who describes library lawmaking thus: "One state copied from another, incorporating the bad as well as the good features of its laws, with the result that legislation developed in a much more unsystematic way than if there had been a model to follow."\*

#### Compilation of laws

An up-to-date compilation of existing laws is needed, to serve as a basis for study and recommendations. The only general volume of library laws, Brett's *Abstract of laws relating to public libraries* is ten years old. It can be supplemented by the annual reviews of legislation prepared by the A. L. A. Committee on Legislation, scattered through the volumes of the *Library Journal*. During these ten years county laws have been enacted, state agencies reorganized, section numbers changed in general state recodifications.

A dozen or more state library extension agencies have published the library laws of their states in pamphlet form since 1920, half as many in the years between 1916, the date of the Brett *Abstract*, and 1920. The laws of other states may be found in up-to-date and usable form in pamphlet school laws. For the remaining states the statutes must be searched—a slow process. Subject compilations are also useful, and they, too, need to be brought up to date. Court decisions are often of the greatest importance, and deserve compilation and study.

A summary of Canadian library legislation, by the Dominion Bureau of Statistics, now in press, will be very useful, judging from the advance sheets examined.

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\*Yust, W. F. Library legislation. A. L. A. 1921, p. 9.



### Study of laws of individual states

This is an accepted method of progress in school and other fields. Drafting and enactment of an entirely new school code was an important result of a number of the state school surveys. Since 1900, twenty-two states have either adopted complete recodification of their school law or amended their laws so largely as to reach school code proportions.\* In Wisconsin, a reviser of statutes goes over the whole field of legislation, year after year, taking up one subject at a time, working it over, making it consistent.

In the library field this is an important part of the work of the state library extension agencies and the state associations.

An important duty of the state librarian, as it is a similar function of the state director of education, is to gather information in cooperation with the state library association to serve as a basis for legislation. The state librarian can, if alive to the library needs of the state and sensible of the temper of the legislators, secure legislation much more easily than private citizens or associations. . . . Simplification and strengthening of library laws should go on gradually as need arises and public opinion develops.\*\*

### Consulting service

The counsel of specialists would be particularly useful in this difficult field, outside the range of experience of many librarians. An advisory committee in legislation, consisting of the chairmen of the A. L. A. Committee on Library Extension and of the Committee on Legislation, and the President of the League of Library Commissions, might be organized.

### Model legislation

Drafting of model library laws is a logical next step to the study of legislation. It is the best method of passing on the accumulated experience in legislation. Model legislation emphasizes uniformity in essentials, permits needed variety in details. It was recommended as long ago as 1877 by Dewey. Since then model laws have been formulated for local, county or state library service. These need revision to include the results of recent experience.

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\*Hood, W. R. Review of educational legislation, 1923-24. U. S. Bureau of Education Bulletin, 1925, no. 35, p. 3.

\*\*Hirshberg, H. S. State's responsibility for library service. Library Journal, 48: 656-57, Aug. 1923.

### Uniform and compulsory legislation

In theory, uniform legislation is desirable. The argument for it is strong in commercial transactions, motor vehicle regulation, marriage and divorce, where state lines mean nothing. In the library field, however, it seems impracticable, since library laws must be based on the existing political organization, the tax laws and tax machinery of each state, which vary widely. Louisiana laws, for instance, are unlike those of any other state. Local government varies between New England and the South. The county governing body in some states is a very large board, representing the individual townships; in other states it is a small board elected at large; in others it is composed of appointed justices. Compulsory library legislation by states and provinces seems outside the range of immediate possibilities, though it may be a method for the future. Czechoslovakia has already pointed the way. Federal or Dominion action would require a constitutional amendment.

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## CHAPTER 14

### Demonstrations and Experiments

**T**HE rapid progress made in agricultural extension and public health work through the demonstration method has led to its wide use in the last few years in other fields. The demonstration evidently convinces the practical man, converts the conservative, kindles the imagination of the leaders. The possibilities of demonstrations in the field of library extension seem very great.

#### **Library demonstrations**

Indeed the demonstration idea has already been adopted by librarians. The League of Library Commissions is carrying on a three-year demonstration of the work of a state library extension agency in Louisiana, using a special grant of \$50,000 from the Carnegie Corporation. Active work was begun in August, 1925, under direction of a librarian experienced in service from both county and state point of view. A central collection of books was immediately begun with the thought of giving reference rather than recreational help to the people. Emphasis was placed, from the beginning, on the desirability of the county type of organization. And, as encouragement in that direction, one thousand volumes are offered as an indefinite loan to the four parishes first effecting organization. This limitation is set for financial reasons. The executive secretary has spent much time going about the state talking to clubs of various kinds, and explaining the aims of the modern library. Two parishes have taken the necessary steps to establish libraries, and interest is keen in several others. Another result of this activity is the summer library course given this year at the state university in Baton Rouge with a capacity class of about twenty-five. During the legislative session of 1926 legislative reference service was given. Several library measures were sponsored by the newly organized Commission, but their fate had not been determined when this report was written. In general the effect of this effort has been highly stimulating not only within the state of Louisiana itself but also in many other states.

Several county library demonstrations are also under way,

private funds being used to finance the work for a definite period of a few years, to convince the county authorities that it deserves tax support. The Greenville, South Carolina, Public Library first gave demonstration service to the textile mill villages, just outside the city. A book truck, a branch library on wheels, stops in front of schools and mills in these villages on a regular schedule. Then the consolidated school district made an appropriation to continue this service. In January, 1925, the demonstration was transferred to the rural part of the large county through gifts from interested individuals. School deposits, community stations, village branch libraries, are now scattered over the county and a second truck of a different type makes deliveries to these agencies.

The Talbot County Library, Easton, Maryland, was established in October, 1925, as a demonstration library for city and county. Extension service is given through schools and women's clubs. The county is so small that most of the people live within a radius of sixteen miles of Easton. Funds were raised by a library association, pledges being made for three years. Plans are under way for a campaign to secure tax support. The Susquehanna County Historical Society and Free Library Association, Montrose, Pennsylvania, has been giving county extension service through school and community deposits and a book truck. This, too, is an effort to convince the county that the service is worth while.

### **Agricultural extension**

The plan of teaching on the farmer's own field was first used in the South in 1903. It met with such immediate success that county agricultural agents multiplied, with the financial help of one of the private foundations. The Smith-Lever Act of 1914 provided federal subsidies for work on a national scale. By 1925 there were 2,340 county agricultural agents, 964 county home demonstrators, 157 county boys' and girls' club leaders. They show on the farmer's own land the difference between crops grown with and without fertilizer, persuade one housewife to modernize her kitchen and exhibit it to others, put the boys and girls to work on pig or calf or canning projects.

### **Health demonstrations**

Health agencies were quick to adapt to their own use this successful new method. The International Health Board (Rockefeller



Foundation) spread demonstrations of yellow fever and malaria control, of hookworm treatment, over the Southern States and around the world. Organized state and county public health work resulted in the South, with continued help from the Foundation. The French government took over tuberculosis work. The Philippines, Brazil, Czechoslovakia, and other countries established publicly supported health work.

The Framingham (Mass.) Community Health and Tuberculosis Demonstration was carried on for a seven-year period under the auspices of the National Tuberculosis Association, with a fund provided by the Metropolitan Life Insurance Company. All the practical services initiated by or expanded through the demonstration were taken over by local agencies, official or private, with one or two exceptions.

Five child health demonstrations are now going on, for five-year periods. They were administered originally by the American Child Health Association, now by the Commonwealth Fund, which finances them. They have attracted wide attention and have influenced the development of health activities outside their particular localities. They are widely scattered geographically—Mansfield (and Richland County), Ohio; Fargo, N. D.; Athens, Ga.; Murfreesboro (and Rutherford County), Tenn.; Salem (and Marion County), Oregon.

Three health demonstrations in New York State are being financed by the Milbank Memorial Fund. They cover Cattaraugus County, Syracuse, and the Bellevue-Yorkville district of New York City.

### **In other fields**

Thirty visiting teacher demonstrations, financed by the Commonwealth Fund, administered by the National Committee on Visiting Teachers, are widespread geographically. When the first thirteen completed the experimental period of three years, ten communities continued the work on a tax-supported basis and one secured a renewal of the grant. Demonstration child hygiene clinics were succeeded by permanent clinics in seven out of eight cities. Two demonstrations are now going on, in Cleveland and Philadelphia. County welfare work is being demonstrated in four counties of North Carolina. Rural school supervision was tried out in Indiana and now in Michigan. The Y. W. C. A. has just begun a series of experiments

in units of organization and methods of work in rural districts, financed from a fund given by Henry Ford. The Presbyterian church is concentrating some of its home mission funds on demonstration parishes, to show the possible development of the activities of the "larger parish." The demonstration mile of good road in each county of Georgia is called a "seedling" road, for it soon leads to more good road making.

### Successful methods

In so new a movement technique and method are very flexible. Certain points stand out in the literature of the subject, however, as making for success. Many of them seem equally applicable to library demonstrations.

1. The administrative help of a strong national organization is valuable.

2. Choice of location is important. The need should be great, yet there should be some resources to draw on, a group ready to cooperate, interested officials, laws which make permanent work a possibility. A strategic location as a demonstration and education center helps.

3. State or local cooperation is essential. A formal request from the governor and the proper state department, or from the local governing body, is desirable, and official standing for the director of the demonstration. All local effort should be coordinated with the demonstration.

4. The scale of operation and range of influence are dependent upon one another. One demonstration cannot ordinarily affect the whole country. To reach one state, work need be on little larger scale than the permanent, tax-supported work would be. To influence a whole section of the country it must be on a much larger scale.

5. The time limit desirable is somewhat dependent on the scale of operation. Three years is usually considered the minimum, five years better; for results do not always show in the first or even the second year.

6. Financing is usually done by a private foundation, with some state or local help if possible, either from public or private funds. Outside help may gradually diminish, local support increase, after the first two years. The demonstration fund is not put into buildings or expensive equipment, but into service. Yet the expense must be somewhat greater than for regular operation to provide for wide

publicity, some instructional or research activities, the traveling expense of national advisers.

7. Personnel of unusual ability is needed, with national standing to ensure the confidence of the profession and the right personality for establishing the needed local cooperation.

8. Publicity is essential and crucial. It should begin with the choice of the location and continue all through the demonstration period. It must be state, sectional, nation-wide, depending on the scale of operation.

9. The research and instructional phases are usually developed. Demonstrations are also considered experiments. They are often located near a state university for convenient observation. Classes from a distance are brought to the demonstration center.

### **Suggested demonstrations in library extension**

1. State demonstrations, similar to the Louisiana demonstration, in different sections of the country;

2. County library demonstrations, in as many states as possible; the ideal, one in each state where the movement needs encouragement;

3. Experiments with other units of service and support;

4. Intensive county campaigning under the direction of an established state library extension agency;

5. Intensive state publicity campaign.

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## APPENDIX

# PUBLIC LIBRARY STATISTICS

(Population figures from U. S. Census, 1920; Canada, 1921)

	POPULATION	NO. OF LIBRARIES	INCOME OR EXPENDITURE total **per capita	VOLUMES total **per capita	CIRCULATION number **per capita
<b>NEW ENGLAND</b>					
CONNECTICUT.....	1,380,631	190	\$ 671,764	2,052,870	5,437,792
MAINE.....	768,014	221	154,168	1,128,487	1,792,210
MASSACHUSETTS.....	3,852,356	420	3,310,244	8,583,516	18,547,267
NEW HAMPSHIRE.....	443,083	252	261,411	1,373,634	1,741,138
RHODE ISLAND.....	604,397	67	374,427	899,006	2,096,731
VERMONT.....	352,428	241	150,112	777,697	1,362,578
<b>NORTH ATLANTIC</b>					
DELAWARE.....	223,003	11	51,044	132,219	435,641
DISTRICT OF COLUMBIA.....	437,571	1	226,508	271,495	1,092,533
MARYLAND.....	1,449,661	35	306,642	551,151	1,248,812
NEW JERSEY.....	3,155,900	264	*1,234,634	*3,120,364	*6,196,719
NEW YORK.....	10,385,227	514	5,243,378	8,552,893	31,579,223
PENNSYLVANIA.....	8,720,017	216	*1,787,234	*2,831,316	*10,460,450
<b>SOUTH EAST</b>					
ALABAMA.....	2,348,174	35	112,783	270,037	869,761
FLORIDA.....	968,470	82	*175,636	*433,594	*585,575
GEORGIA.....	2,895,832	116	198,498	334,529	1,455,490
KENTUCKY.....	2,416,630	67	229,075	544,336	1,794,011
MISSISSIPPI.....	1,790,618	29	37,366	156,914	473,594
NORTH CAROLINA.....	2,559,123	75	114,364	173,814	1,166,422
SOUTH CAROLINA.....	1,683,724	45	88,414	256,676	480,072
TENNESSEE.....	2,337,885	30	239,056	495,774	1,503,975
VIRGINIA.....	2,309,187	41	159,156	270,436	839,880
W. VIRGINIA.....	1,463,701	18	70,928	141,187	414,072
<b>EAST NORTH CENTRAL</b>					
ILLINOIS.....	6,485,280	302	2,490,826	3,743,410	18,875,939
INDIANA.....	2,930,390	227	1,586,887	2,559,257	10,845,151
MICHIGAN.....	3,668,412	185	1,848,507	2,541,984	9,764,661
OHIO.....	5,750,204	208	2,660,700	3,660,700	18,875,939

MINNESOTA.....	2,387,125	150	2,750,75	.15	5,151,111	.32	2,418,214	1.36
MISSOURI.....	3,404,055	61	920,782	.26	1,537,617	.64	6,281,803	2.63
NEBRASKA.....	1,296,372	216	309,623	.23	1,516,714	.47	5,556,975	1.63
NORTH DAKOTA.....	646,872	57	77,672	.12	728,162	.56	2,567,269	1.98
SOUTH DAKOTA.....	636,547	63	117,545	.18	155,061	.23	503,103	.77
				.18	219,624	.34	968,266	1.51
<b>SOUTH WEST</b>								
ARIZONA.....	334,162	11	46,323	.13	112,675	.33	369,469	1.10
ARKANSAS.....	1,732,204	21	36,856	.02	114,167	.06	324,280	.18
LOUISIANA.....	1,798,509	17	108,608	.06	261,113	.14	709,978	.38
NEW MEXICO.....	360,350	22	19,993	.05	57,755	.16	146,989	.40
OKLAHOMA.....	2,028,283	86	277,863	.13	373,900	.18	1,766,181	.86
TEXAS.....	4,663,228	41	293,930	.06	607,805	.13	2,117,336	.49
<b>MOUNTAIN</b>								
COLORADO.....	939,629	68	277,928	.29	608,357	.64	2,435,120	2.58
IDAHO.....	431,866	34	72,236	.16	185,485	.42	655,795	1.51
MONTANA.....	548,889	52	137,412	.25	304,745	.55	1,062,871	1.93
NEVADA.....	77,407	8	*9,984	*.12	*23,500	*.30	*79,996	*1.03
UTAH.....	449,396	49	175,000	.38	298,468	.66	1,381,776	3.09
WYOMING.....	194,402	20	142,234	.73	167,359	.86	505,178	2.59
<b>PACIFIC</b>								
CALIFORNIA.....	3,426,861	272	3,709,682	1.08	6,194,791	1.80	25,144,329	7.33
OREGON.....	783,389	62	442,299	.56	635,227	.81	3,315,112	4.23
WASHINGTON.....	1,356,621	137	574,214	.42	894,988	.65	4,795,614	3.53
<i>Total</i> .....	105,710,620	5,954	\$35,347,156	\$ .33	65,561,796	.62	226,142,956	2.13
<b>CANADA</b>								
ONTARIO.....	2,933,662	472	\$ 1,036,588	\$ .35	2,290,676	.78	8,627,310	2.93
OTHER PROVINCES.....	5,854,821	98	710,559	.12	800,803	.14	3,118,046	.53
<i>Total</i> .....	8,788,483	570	\$ 1,747,147	\$ .19	3,091,479	.35	11,745,356	1.33
<i>Grand Total</i> .....	114,499,103	6,524	\$37,094,303	\$ .32	68,653,275	.59	237,888,282	2.07

\*Data incomplete.

\*\*Per capita for all the population.







# PEOPLE WITHOUT PUBLIC LIBRARY SERVICE

(Population figures from U. S. Census, 1920; Canada 1921)

	NUMBER OF PEOPLE	PER CENT OF TOTAL	RURAL PEOPLE	URBAN PEOPLE	COUNTIES	PLACES OVER 2,500 POPULATION			
						total no.	2,500- 5,000	5,000- 10,000	10,000- 100,000
NEW ENGLAND									
CONNECTICUT.....	31,904	2	31,904	0	0	0	0	0	0
MAINE.....	135,000	17	135,000	0	0	0	0	0	0
NEW HAMPSHIRE.....	4,695	1	4,695	0	0	0	0	0	0
VERMONT.....	19,639	5	19,639	0	0	0	0	0	0
NORTH ATLANTIC									
DELAWARE.....	91,801	41	89,098	2,703	0	1	1	0	0
MARYLAND.....	523,976	36	517,959	6,017	2	1	0	1	0
NEW JERSEY.....	326,000	10	277,999	48,001	0	4	1	1	2
NEW YORK.....	1,250,000	11	1,175,123	74,877	0	20	16	3	1
PENNSYLVANIA.....	3,500,000	41	2,320,268	1,179,732	5	177	99	50	28
SOUTH EAST									
ALABAMA.....	1,706,186	72	1,642,894	63,292	40	16	13	3	0
FLORIDA.....	550,000	56	526,496	23,504	22	6	5	1	0
GEORGIA.....	2,032,391	70	1,984,395	47,906	73	14	12	2	0
KENTUCKY.....	1,611,576	66	1,525,498	86,078	65	19	13	6	0
MISSISSIPPI.....	1,481,916	83	1,413,853	68,063	59	14	9	3	2
NORTH CAROLINA.....	1,761,605	68	1,709,841	51,764	47	14	12	2	0
SOUTH CAROLINA.....	1,328,513	78	1,308,305	20,208	13	6	6	0	0
TENNESSEE.....	1,692,857	72	1,613,274	79,583	67	21	18	3	0
VIRGINIA.....	1,669,067	72	1,589,364	79,703	68	17	10	7	0
W. VIRGINIA.....	1,180,069	80	1,073,115	106,954	42	22	16	4	2
EAST NORTH CENTRAL									
ILLINOIS.....	2,029,976	31	2,000,823	29,153	10	5	3	1	1
INDIANA.....	896,822	30	882,338	14,484	1	3	2	1	0
MICHIGAN.....	1,096,833	29	1,087,006	9,827	11	3	3	0	0
OHIO.....	1,798,049	31	1,702,566	95,483	4	20	15	3	2
WISCONSIN.....	854,028	32	854,028	0	5	0	0	0	0
WEST NORTH CENTRAL									
IOWA.....	1,500,000	62	1,493,573	6,427	0	2	2	0	0
KANSAS.....	1,056,678	59	1,054,153	2,525	28	1	1	0	0
MINNESOTA.....	1,080,545	45	1,062,851	17,694	8	5	4	1	0

ARIZONA.....	237,670	71	210,185	27,485	6	6	3	0
ARKANSAS.....	1,495,071	85	1,428,290	66,781	56	16	14	1
LOUISIANA.....	1,234,849	68	1,133,124	101,725	50	25	18	0
NEW MEXICO.....	263,826	73	254,572	9,254	12	3	3	0
OKLAHOMA.....	1,540,472	75	1,523,489	16,983	26	4	2	0
TEXAS.....	3,317,787	70	2,864,592	453,195	215	81	52	9
<b>MOUNTAIN</b>								
COLORADO.....	445,953	47	441,597	4,356	21	1	1	0
IDAHO.....	301,109	61	295,108	6,001	16	2	2	0
MONTANA.....	279,298	51	264,394	14,904	17	2	1	0
NEVADA.....	49,972	64	46,734	3,238	9	1	1	0
UTAH.....	147,891	32	147,891	0	2	0	0	0
WYOMING.....	13,862	7	13,862	0	4	0	0	0
<b>PACIFIC</b>								
CALIFORNIA.....	116,935	3	116,935	0	5	0	0	0
OREGON.....	259,566	33	259,566	0	3	0	0	0
WASHINGTON.....	578,619	42	568,794	9,825	4	3	3	0
<i>Total</i> .....	45,069,897	43	42,152,291	2,917,606	1,135	558	379	130
<b>CANADA</b>								
ALBERTA.....	436,949	74	436,949	0	*	0	0	0
BRITISH COLUMBIA.....	257,358	49	243,632	13,726	.....	4	4	0
MANITOBA.....	402,371	66	381,380	20,991	.....	3	2	0
NEW BRUNSWICK.....	315,216	84	290,918	24,298	.....	5	4	1
NOVA SCOTIA.....	402,616	77	320,575	82,041	.....	15	8	1
ONTARIO.....	1,171,388	40	1,145,076	26,312	.....	6	4	0
PRINCE EDWARD ISLAND.....	73,040	86	73,040	0	.....	0	0	0
***QUEBEC.....	1,680,121	71	1,357,636	322,485	.....	43	28	7
SASKATCHEWAN.....	650,485	86	642,526	7,959	.....	2	1	1
NORTHWEST TERRITORIES.....	7,988	100	7,988	0	.....	0	0	0
YUKON.....	2,157	52	2,157	0	.....	0	0	0
<i>Total</i> .....	5,399,689	61	4,901,877	497,812	.....	78	51	17
UNITED STATES.....	45,069,897	43	42,152,291	2,917,606	1,135	558	379	130
<i>Grand Total</i> .....	50,469,586	44	47,054,168	3,415,418	1,135	636	430	147

\*Count not made for Canada, since counties exist only in the more thickly settled eastern part of the Dominion.  
 \*\*Parish libraries serve part of the population without public libraries.  
 \*\*\*Mechanics' institutes serve part of the population without public libraries.









# BACKGROUND OF THE LIBRARY SITUATION

## STATES BY RURAL POPULATION, 1920 CENSUS

Texas.....	3,150,539	West Virginia.....	1,094,694
Pennsylvania.....	3,112,202	Nebraska.....	891,066
Georgia.....	2,167,973	New Jersey.....	680,964
Ohio.....	2,082,258	Florida.....	612,645
Illinois.....	2,082,127	Washington.....	607,886
North Carolina.....	2,068,753	Maryland.....	580,239
Alabama.....	1,838,857	North Dakota.....	558,633
Missouri.....	1,817,152	South Dakota.....	534,675
New York.....	1,795,383	Colorado.....	486,370
Kentucky.....	1,783,087	Maine.....	468,445
Tennessee.....	1,726,659	Connecticut.....	444,292
Virginia.....	1,635,203	Oregon.....	392,370
Mississippi.....	1,550,497	Montana.....	376,878
Iowa.....	1,528,526	Idaho.....	312,829
Oklahoma.....	1,488,803	Arizona.....	216,635
Arkansas.....	1,461,707	New Mexico.....	295,390
Indiana.....	1,447,535	Vermont.....	242,452
Michigan.....	1,426,852	Utah.....	233,812
South Carolina.....	1,389,737	Massachusetts.....	202,108
Wisconsin.....	1,387,499	New Hampshire.....	163,322
Minnesota.....	1,335,532	Wyoming.....	137,054
Louisiana.....	1,170,346	Delaware.....	102,236
Kansas.....	1,151,293	Nevada.....	62,153
California.....	1,095,132	Rhode Island.....	15,217

## STATES BY RURAL PER CENT

Mississippi.....	86.6	Iowa.....	63.6
North Dakota.....	86.4	Florida.....	63.3
South Dakota.....	84.0	Maine.....	61.0
Arkansas.....	83.4	Minnesota.....	55.9
South Carolina.....	82.5	Missouri.....	53.4
New Mexico.....	82.0	Wisconsin.....	52.7
North Carolina.....	80.8	Utah.....	52.0
Nevada.....	80.3	Colorado.....	51.8
Alabama.....	78.3	Oregon.....	50.1
Georgia.....	74.9	Indiana.....	49.4
West Virginia.....	74.8	Delaware.....	45.8
Tennessee.....	73.9	Washington.....	44.8
Kentucky.....	73.8	Maryland.....	40.0
Oklahoma.....	73.4	Michigan.....	38.9
Idaho.....	72.4	New Hampshire.....	36.9
Virginia.....	70.8	Ohio.....	36.2
Wyoming.....	70.5	Pennsylvania.....	35.7
Vermont.....	68.8	Connecticut.....	32.2
Montana.....	68.7	Illinois.....	32.1
Nebraska.....	68.7	California.....	32.0
Texas.....	67.6	New Jersey.....	21.6
Kansas.....	65.1	New York.....	17.3
Louisiana.....	65.1	Massachusetts.....	5.2
Arizona.....	64.8	Rhode Island.....	2.5

# BACKGROUND OF THE LIBRARY SITUATION—*Continued*

## STATES BY DENSITY

Nevada.....	.7	Iowa.....	43.2
Wyoming.....	2.0	Alabama.....	45.8
Arizona.....	2.9	Wisconsin.....	47.6
New Mexico.....	2.9	New Hampshire.....	49.1
Montana.....	3.8	Georgia.....	49.3
Idaho.....	5.2	Missouri.....	49.5
Utah.....	5.5	North Carolina.....	52.5
Oregon.....	8.2	South Carolina.....	55.2
South Dakota.....	8.3	Tennessee.....	56.1
Colorado.....	9.1	Virginia.....	57.4
North Dakota.....	9.2	Kentucky.....	60.1
Nebraska.....	16.9	West Virginia.....	60.9
Florida.....	17.7	Michigan.....	63.8
Texas.....	17.8	Indiana.....	81.3
Washington.....	20.3	Delaware.....	113.5
Kansas.....	21.6	Illinois.....	115.7
California.....	22.0	Ohio.....	141.4
Maine.....	25.7	Maryland.....	145.8
Oklahoma.....	29.2	Pennsylvania.....	194.5
Minnesota.....	29.5	New York.....	217.9
Arkansas.....	33.4	Connecticut.....	286.4
Mississippi.....	38.6	New Jersey.....	420.0
Vermont.....	38.6	Massachusetts.....	479.2
Louisiana.....	39.6	Rhode Island.....	566.4

## STATES BY RATE OF INCREASE, 1910-1920

Arizona.....	63.5	North Dakota.....	12.1
Montana.....	46.0	Virginia.....	12.0
California.....	44.1	Maryland.....	11.9
Wyoming.....	33.2	Rhode Island.....	11.4
Idaho.....	32.6	Arkansas.....	11.3
Michigan.....	30.5	South Carolina.....	11.1
Florida.....	28.7	Georgia.....	11.0
New Jersey.....	24.4	Delaware.....	10.2
Connecticut.....	23.9	New Mexico.....	10.1
Oklahoma.....	22.4	Alabama.....	9.8
Ohio.....	20.8	South Dakota.....	9.0
Utah.....	20.4	Nebraska.....	8.7
West Virginia.....	19.9	Louisiana.....	8.6
Texas.....	19.7	Indiana.....	8.5
Washington.....	18.8	Iowa.....	8.1
Colorado.....	17.6	Tennessee.....	7.0
Oregon.....	16.4	Kentucky.....	5.5
North Carolina.....	16.0	Kansas.....	4.6
Illinois.....	15.0	Maine.....	3.5
Minnesota.....	15.0	Missouri.....	3.4
Massachusetts.....	14.4	New Hampshire.....	2.9
New York.....	14.0	Mississippi.....	— .4
Pennsylvania.....	13.8	Vermont.....	— 1.0
Wisconsin.....	12.8	Nevada.....	— 5.5

# BACKGROUND OF THE LIBRARY SITUATION—*Continued*

## STATES BY ASSESSED VALUATION PER CAPITA\*

South Dakota.....	\$3,106	Maryland.....	1,229
Nevada.....	2,571	Idaho.....	1,115
Nebraska.....	2,470	North Carolina.....	1,036
Wyoming.....	2,249	Delaware.....	1,026
Arizona.....	2,196	Kentucky.....	1,013
North Dakota.....	2,022	Minnesota.....	986
Kansas.....	2,010	Louisiana.....	890
Wisconsin.....	1,949	Vermont.....	877
Ohio.....	1,892	Maine.....	876
Rhode Island.....	1,803	New Mexico.....	869
Indiana.....	1,802	Montana.....	848
California.....	1,668	Washington.....	830
Colorado.....	1,642	Virginia.....	826
Michigan.....	1,617	Oklahoma.....	824
Massachusetts.....	1,550	Texas.....	745
New York.....	1,482	Tennessee.....	740
Connecticut.....	1,462	Iowa.....	735
Utah.....	1,439	Illinois.....	617
West Virginia.....	1,429	Florida.....	448
New Hampshire.....	1,409	Georgia.....	411
New Jersey.....	1,389	Alabama.....	407
Missouri.....	1,349	Mississippi.....	392
Oregon.....	1,289	Arkansas.....	336
Pennsylvania.....	1,247	South Carolina.....	252

\*From U. S. Bureau of the Census. Financial statistics of states, 1923. Per capita figured on basis of population, 1920 census.

# STATE BOOK SERVICE

*Circulation of State Library Extension Agencies  
for the year 1924-1925*

States	VOLUMES AVAILABLE	GROUP Collections	USE Volumes	INDIVIDUAL USE (Direct mail service)	TOTAL VOLUMES
ALABAMA.....	150,000	245	9,800	*	9,800
ARKANSAS.....	5,000	71	2,506	571	3,077
CALIFORNIA.....	380,000	none	none	41,097	41,097
DELAWARE.....	.....	136	6,454	13,758	20,212
GEORGIA.....	8,756	241	8,975	12,081	21,056
ILLINOIS:					
Extension div.....	37,753	*	*	*	63,735
General state library.	85,000	none	none	4,282	4,282
INDIANA.....	141,000	345	26,331	21,277	47,608
IOWA.....	61,685	*	*	*	67,861
KENTUCKY.....	21,238	233	11,650	12,250	23,900
LOUISIANA (6 mos.)....	.....	none	none	1,347	1,347
MAINE.....	175,000	679	25,450	21,104	46,554
MARYLAND.....	9,609	167	5,735	138	5,873
MICHIGAN.....	154,173	520	21,820	45,128	66,948
MINNESOTA.....	35,175	634	20,832	6,387	27,219
MISSOURI.....	25,572	629	19,365	6,418	25,783
NEBRASKA.....	30,000	713	39,717	14,727	54,444
NEW HAMPSHIRE.....	2,200	109	4,360	*	4,360
NEW JERSEY.....	170,000	2,924	146,200	51,894	198,094
NEW YORK:					
Library extension....	133,793	2,002	71,272	none	71,272
State library.....	500,000	none	none	80,000	80,000
NORTH CAROLINA.....	35,000	630	25,220	5,000	30,220
NORTH DAKOTA.....	20,325	331	13,958	13,054	27,012
OHIO.....	282,296	742	60,383	24,363	84,746
OKLAHOMA.....	40,000	1,129	47,260	9,872	57,132
OREGON.....	220,156	666	35,638	87,248	122,886
PENNSYLVANIA.....	40,000	210	9,054	9,678	18,732
RHODE ISLAND.....	.....	231	12,671	*	12,671
SOUTH DAKOTA.....	17,114	409	9,330	6,968	16,298
TENNESSEE.....	250,000	157	7,850	425	8,275
TEXAS.....	70,125	61	3,050	*	3,050
VERMONT.....	24,600	589	20,040	4,555	24,595
VIRGINIA.....	172,000	90	4,394	3,326	7,720
WASHINGTON.....	46,333	630	35,272	5,122	40,394
WISCONSIN.....	100,000	2,604	113,246	45,896	159,142
<i>Total.....</i>	<i>3,443,903</i>	<i>18,127</i>	<i>817,833</i>	<i>547,966</i>	<i>1,497,395</i>

Figures may not be strictly comparable. Turnover of collections depends considerably upon the length of time they may be kept. Books taken in person from

\*No separate figures.

state headquarters are sometimes included in the city, sometimes in the state count. Counting of pamphlets and clippings or package libraries is quite varied.

The Connecticut, Idaho and Kansas library committees or commissions give traveling library service but supplied no figures.

The Massachusetts Division of Public Libraries circulates foreign language traveling libraries and gives supplementary reference service to the small public libraries.

The state libraries of Iowa, Kansas, Massachusetts, Nevada, New Hampshire, North Carolina, Vermont and Wyoming, though primarily reference libraries, are lending by mail to libraries or individuals. This has not grown to the point of keeping separate statistics.

The historical libraries of Illinois, Maine, Minnesota, Missouri and Wisconsin and the South Dakota Department of History give even more limited mail service, preferably through libraries.

## PROVINCIAL BOOK SERVICE—CANADA

*For the year 1924-1925*

Provinces	VOLUMES AVAILABLE	GROUP USE Collections	VOLUMES	INDIVIDUAL USE (Direct mail service)	TOTAL VOLUMES
<b>ALBERTA:</b>					
Library division, Dept. of extension, Univ. of Alberta.	18,500	292	10,000	13,191	23,191
Woman's home bureau, Dept. of agriculture.....	.....	85	.....	2,820	2,820
<b>BRITISH COLUMBIA:</b>					
Public library commission..	34,000	228	20,738	1,185	21,923
<b>MANITOBA:</b>					
Traveling libraries, Dept. of education.....	.....	251	12,000	*	12,000
<b>ONTARIO:</b>					
Public libraries branch, Dept. of education.....	45,000	1,200	54,000	.....	54,000
Legislative library (to teach- ers only).....	.....	none	.....	3,964	3,964
<b>QUEBEC:</b>					
Traveling library dept., McGill Univ. library.....	10,000	126	.....	*	.....
<b>SASKATCHEWAN:</b>					
Open shelf library, Bureau of publications.....	6,000	none	.....	11,190	11,190
Traveling libraries branch, Bureau of publications.....	.....	1,400	120,000	*	120,000
<b>Total .....</b>	<b>113,500</b>	<b>2,582</b>	<b>216,738</b>	<b>52,358</b>	<b>249,088</b>

The packet library service of the Extension Department of the Ontario Agricultural College, Guelph, is a different type of extension.

\*No separate figures.



## STATE LIBRARY EXTENSION AGENCIES

- ALABAMA DEPARTMENT OF ARCHIVES AND HISTORY: Director, Mrs. Marie B. Owen, Montgomery.
- ARKANSAS FREE LIBRARY SERVICE BUREAU, DEPARTMENT OF EDUCATION: Librarian, Gladys Allison, Little Rock.
- CALIFORNIA STATE LIBRARY: State Librarian, Milton J. Ferguson, Sacramento.
- COLORADO STATE LIBRARY COMMISSION; TRAVELING LIBRARY COMMISSION. Neither is operating.
- CONNECTICUT PUBLIC LIBRARY COMMITTEE, DEPARTMENT OF EDUCATION: Visitor, Mrs. Belle Holcomb Johnson.
- DELAWARE STATE LIBRARY COMMISSION: Librarian, Ida V. Culbreth, Dover.
- FLORIDA STATE LIBRARY. In process of organization.
- GEORGIA LIBRARY COMMISSION: Secretary, Beverly Wheatcroft, Atlanta.
- IDAHO STATE TRAVELING LIBRARY COMMISSION, DEPARTMENT OF EDUCATION: Librarian, Margaret S. Roberts, Boise.
- ILLINOIS LIBRARY EXTENSION DIVISION, STATE LIBRARY: Superintendent, Anna May Price, Springfield.
- INDIANA LIBRARY AND HISTORICAL DEPARTMENT: Director Library Division, Louis J. Bailey, Indianapolis.
- IOWA LIBRARY COMMISSION: Secretary, Julia A. Robinson, Historical, Memorial and Art Building, Des Moines.
- KANSAS TRAVELING LIBRARIES COMMISSION: Secretary, Henrietta Alexander, Topeka.
- KENTUCKY LIBRARY COMMISSION: Secretary, Fannie C. Rawson, Frankfort.
- LOUISIANA LIBRARY COMMISSION: Secretary, Essae M. Culver, Baton Rouge.
- MAINE BUREAU OF LIBRARY EXTENSION, STATE LIBRARY: Director, Theresa C. Stuart, Augusta.
- MARYLAND PUBLIC LIBRARY ADVISORY COMMISSION: Field secretary, Marion F. Batchelder, 530 N. Charles Street, Baltimore.
- MASSACHUSETTS BOARD OF FREE PUBLIC LIBRARY COMMISSIONERS, DIVISION OF PUBLIC LIBRARIES, DEPARTMENT OF EDUCATION: General Secretary and Library Adviser, E. Kathleen Jones, Boston.
- MICHIGAN STATE LIBRARY: State Librarian, Mrs. Mary E. Frankhouser, Lansing.
- MINNESOTA LIBRARY DIVISION, DEPARTMENT OF EDUCATION: Library Director, Clara F. Baldwin, St. Paul.
- MISSISSIPPI LIBRARY COMMISSION. In process of organization.
- MISSOURI LIBRARY COMMISSION: Secretary, Jane Morey, Jefferson City.
- NEBRASKA PUBLIC LIBRARY COMMISSION: Secretary, Nellie Williams, Lincoln.
- NEW HAMPSHIRE PUBLIC LIBRARY COMMISSION: Secretary, Frances Hobart, State Library Building, Concord.

- NEW JERSEY PUBLIC LIBRARY COMMISSION: Librarian, Sarah B. Askew, Trenton.
- NEW YORK LIBRARY EXTENSION DIVISION, UNIVERSITY OF THE STATE OF NEW YORK: Director, Asa Wynkoop, State Education Building, Albany.
- NORTH CAROLINA LIBRARY COMMISSION: Secretary and Director, Mrs. Lillian B. Griggs, Raleigh.
- NORTH DAKOTA STATE LIBRARY COMMISSION: Secretary and Director, Lillian E. Cook, Bismarck.
- OHIO STATE LIBRARY: State Librarian, Herbert S. Hirshberg, Columbus.
- OKLAHOMA LIBRARY COMMISSION: Secretary, Mrs. J. R. Dale, Oklahoma City.
- OREGON STATE LIBRARY: State Librarian, Cornelia Marvin, Salem.
- PENNSYLVANIA LIBRARY EXTENSION DIVISION, STATE LIBRARY: Chief, Robert P. Bliss, Harrisburg.
- RHODE ISLAND STATE BOARD OF EDUCATION: Commissioner, Walter E. Ranger, Providence.
- SOUTH DAKOTA FREE LIBRARY COMMISSION: Field Librarian, Leora J. Lewis.
- TENNESSEE DIVISION OF LIBRARY EXTENSION, DEPARTMENT OF EDUCATION: Director, Emma Watts, Nashville.
- TEXAS STATE LIBRARY: Librarian, Octavia F. Rogan, Austin.
- UTAH LIBRARY DIVISION, DEPARTMENT OF PUBLIC INSTRUCTION: Library Secretary and Organizer, Mosiah Hall, Salt Lake City.
- VERMONT FREE PUBLIC LIBRARY DEPARTMENT, STATE BOARD OF EDUCATION: Secretary, Mildred C. Cook, Montpelier.
- VIRGINIA STATE LIBRARY: State Librarian, H. R. McIlwaine, Richmond.
- WASHINGTON STATE LIBRARY: State Librarian, J. M. Hitt, Olympia.
- WISCONSIN FREE LIBRARY COMMISSION: Secretary, C. B. Lester, Madison.

## PROVINCIAL LIBRARY EXTENSION AND BOOK DISTRIBUTING AGENCIES

- ALBERTA. Library Division, Department of Extension, University of Alberta: Librarian, Jessie F. Montgomery, Edmonton. Mail service and traveling libraries.
- Woman's Home Bureau Service, Department of Agriculture: Director, Jessie C. Macmillan, Edmonton. Mail service and traveling libraries.
- BRITISH COLUMBIA. Public Library Commission: Secretary, Herbert Killam, Victoria. Regular provincial library extension agency. Mail service and traveling libraries.
- MANITOBA. Traveling Libraries, Department of Education: Librarian, Myrtle L. Lewis, Winnipeg. Mail service and traveling libraries.
- ONTARIO. Public Libraries Branch, Department of Education: Inspector, W. O. Carson, Toronto. Regular provincial library extension agency. Traveling library service.

— Legislative Library: Librarian, A. T. Wilgress, Toronto. Mail service to teachers.

QUEBEC. Traveling Library Department, McGill University Library: Librarian, Elizabeth G. Hale, Montreal. Mail service and traveling libraries.

SASKATCHEWAN. Open Shelf Library. Bureau of Publications: Librarian, Evelyn A. W. Pithie, Regina. Mail service.

— Traveling Libraries Branch, Bureau of Publications: Librarian, Margaret McDonald, Regina. Traveling library service and mail service.

## ORGANIZATION OF STATE AND PROVINCIAL LIBRARY EXTENSION AGENCIES

### Library Commissions—17

*(Secretary or librarian appointed by the commission except as indicated.)*

**BRITISH COLUMBIA PUBLIC LIBRARY COMMISSION.** Estab. 1919. Commission of three, appointed by the lieutenant-governor for three-year terms. Librarian appointed by the lieutenant-governor.

**COLORADO STATE LIBRARY COMMISSION.** Estab. 1899. *Not operating.* Commission of five, appointed by the governor for five-year terms.

— **TRAVELING LIBRARY COMMISSION.** Estab. 1903. *Not operating.* Commission of five, appointed by the governor for three-year terms, from names submitted by the federation of women's clubs.

**DELAWARE STATE LIBRARY COMMISSION.** Estab. 1901. Commission of ten: nine appointed by the governor for five-year terms; one ex-officio, the state librarian, who is designated as secretary.

**GEORGIA LIBRARY COMMISSION.** Law 1907, approp. 1920. Commission of six: five appointed by the governor for three-year terms; one ex-officio, the state librarian.

**IOWA LIBRARY COMMISSION.** Estab. 1900. Commission of seven: four appointed by the governor for five-year terms; three ex-officio, the state librarian, president of the state university, superintendent of public instruction.

**KANSAS TRAVELING LIBRARIES COMMISSION.** Estab. 1899. Commission of five: three appointed by the directors of the state library for three-year terms; two ex-officio, the state librarian, and president of federation of clubs. The work is under the supervision of the state library.

**KENTUCKY LIBRARY COMMISSION.** Estab. 1910. Commission of five, appointed by the governor for four-year terms, at least one from recommendations of the federation of women's clubs.

**LOUISIANA LIBRARY COMMISSION.** Law 1920, began operating Oct., 1925, as a demonstration, under the auspices of the League of Library Commissions, with income for three years provided by the Carnegie Corporation. Commission of five, at least two of them women, appointed by the governor.

**MISSISSIPPI LIBRARY COMMISSION.** Law passed March, 1926, without appropriation. *Not operating.* Commission of five: two appointed by the governor for five-year terms; three ex-officio, the state librarian, president of the federation of women's clubs, president of the state library association.

**MISSOURI LIBRARY COMMISSION.** Estab. 1907. Commission of five: three appointed by the governor for six-year terms; two ex-officio, the president of the state university, the state superintendent of schools.

**NEBRASKA PUBLIC LIBRARY COMMISSION.** Estab. 1901. Commission of five: one appointed by the governor for a five-year term; four ex-officio, the librarian of the state university, the chancellor of the university, the state superintendent of public instruction, the state librarian.

- NEW HAMPSHIRE PUBLIC LIBRARY COMMISSION.** Estab. 1891, reorganized 1917. Commission of five: four appointed by the governor for four-year terms; one ex-officio, the state librarian.
- NEW JERSEY PUBLIC LIBRARY COMMISSION.** Estab. 1899. Commission of seven: five appointed by the governor for five-year terms; two ex-officio, the commissioner of education, the state librarian.
- NORTH CAROLINA LIBRARY COMMISSION.** Estab. 1909. Commission of five: two appointed by the state library association, one by the governor, for three-year terms; two ex-officio, the superintendent of public instruction and the state librarian.
- OKLAHOMA LIBRARY COMMISSION.** Estab. 1919. Commission of five: four appointed by the governor for six-year terms; one ex-officio, the state superintendent of public instruction.
- SOUTH DAKOTA FREE LIBRARY COMMISSION.** Estab. 1913. Commission of five: two appointed by the governor for three-year terms (from recommendations of the federation of women's clubs and state library association); three ex-officio, the governor, state superintendent of public instruction, state librarian.
- WISCONSIN FREE LIBRARY COMMISSION.** Estab. 1895. Commission of five: two appointed by the governor for five-year terms; three ex-officio, the superintendent of public instruction, the president of the state university, the superintendent of the state historical society.

### State Libraries, with extension as one function—13

- ALABAMA DEPARTMENT OF ARCHIVES AND HISTORY.** Extension added to its functions in 1907. Board of nine appointed to represent congressional districts, for six-year terms. The original board named in the act of 1901, successors chosen by the board. Director appointed by the board.
- CALIFORNIA STATE LIBRARY.** Extension added in 1903. Separate state library board abolished, 1921. Under a general state board of control, the governing body of the department of finance. Librarian appointed by it for a four-year term. He must be a professionally trained librarian.
- FLORIDA STATE LIBRARY.** Law of 1925. *Not operating.* Commission of three, appointed by the governor for four-year terms. Librarian appointed by board for an indefinite term.
- ILLINOIS STATE LIBRARY, LIBRARY EXTENSION DIVISION.** Commission established in 1909, transferred to state library in 1921, as a distinct division. Also General library division, Archives division. Secretary of State is ex-officio state librarian. Advisory board of five, the governor, secretary of state, superintendent of public instruction, and two members appointed by the governor.
- INDIANA LIBRARY AND HISTORICAL DEPARTMENT.** Commission established in 1899. In 1925 extension and state library became the library division of a large department. Other divisions are historical, legislative. Each division headed by a director. Under a board of five, appointed by the governor (four on recommendation of the state board of education, library trustees' association, library association and historical society), for four-year terms. Director of the library appointed by the board for an indefinite term. He must be a college graduate with special library training.
- MAINE STATE LIBRARY, BUREAU OF LIBRARY EXTENSION.** Library commission established 1899, abolished 1921. State library board consists of governor and council. Librarian appointed by board for a five-year term.



**MICHIGAN STATE LIBRARY.** Library commission established 1899, abolished 1921. State library board of five, appointed by the governor for four-year terms. Librarian appointed by the governor for a four-year term.

**OHIO STATE LIBRARY.** Extension work established in 1896, last reorganization 1921. The administrative code of 1921 created a state library board of five: the director of education as chairman; four members appointed by the governor for eight-year terms. Librarian appointed by the board for an indefinite term.

**OREGON STATE LIBRARY.** A law of 1913 abolished the library commission, established in 1905, but made the members of the commission trustees of the state library and transferred to these trustees the state library then in existence. Library board of five: one appointed by the governor for a five-year term; four ex-officio, the governor, superintendent of public instruction, president of the state university, librarian of the Portland Public Library. Librarian appointed by the board for an indefinite term.

**PENNSYLVANIA STATE LIBRARY, LIBRARY EXTENSION DIVISION.** Library commission created in 1899, transferred to state library in 1919. State library made a bureau of the department of education in 1923.

**TEXAS STATE LIBRARY.** Established 1909, law amended 1919. Library and historical commission of five, appointed by the governor for six-year terms. Librarian appointed by the commission for an indefinite term. He must be a trained and experienced librarian of administrative ability.

**VIRGINIA STATE LIBRARY.** Extension work began in 1906. Board of five, appointed by the state board of education for five-year terms. Librarian appointed by board for an indefinite term. Provisions in the constitution of 1902.

**WASHINGTON STATE LIBRARY.** Library commission established 1903. The administrative code of 1921 made State Library and Traveling Library two departments under one committee, consisting of the superintendent of public instruction, commissioner of public lands, treasurer. Librarian appointed by the committee for an indefinite term.

## Department of Education—12

**ARKANSAS FREE LIBRARY SERVICE BUREAU, DEPARTMENT OF EDUCATION.** Law 1921, appropriation 1923. Advisory commission of three: the chairmen of the library committees of state education association and federation of women's clubs, the president of the state library association, "to assist the state superintendent of public instruction in appointing the librarian and directing the work of the bureau."

**CONNECTICUT PUBLIC LIBRARY COMMITTEE, DEPARTMENT OF EDUCATION.** Estab. 1893. Committee of five, appointed annually by the state board of education. The work is under the supervision of the department of education.

**IDAHO STATE TRAVELING LIBRARY COMMISSION, STATE BOARD OF EDUCATION.** Estab. 1901, reorganized 1913. Advisory commission of ex-officio members: the attorney general, secretary of state, state superintendent of public instruction, president of state university.

**MARYLAND PUBLIC LIBRARY ADVISORY COMMISSION, DEPARTMENT OF EDUCATION.** Estab. 1902, reorganized 1922. The state superintendent of education is the supervisory head of the Commission; seven other members: five appointed biennially by the governor, two ex-officio, the state librarian and the librarian of the Enoch Pratt Free Library, Baltimore.

MASSACHUSETTS BOARD OF FREE PUBLIC LIBRARY COMMISSIONERS, DIVISION OF PUBLIC LIBRARIES, DEPARTMENT OF EDUCATION. Estab. 1890, reorganized 1919. Board of five, appointed by the governor for five-year terms.

MINNESOTA LIBRARY DIVISION, DEPARTMENT OF EDUCATION. Estab. 1899, reorganized 1919.

NEW YORK LIBRARY EXTENSION DIVISION, UNIVERSITY OF THE STATE OF NEW YORK. Estab. 1891, reorganized 1913. Governed by the Regents.

ONTARIO PUBLIC LIBRARIES BRANCH, DEPARTMENT OF EDUCATION. Estab. 1881.

RHODE ISLAND STATE BOARD OF EDUCATION. Library extension established in 1907, directly under the commissioner of education, though there is a library visitor on the staff.

TENNESSEE DIVISION OF LIBRARY EXTENSION, DEPARTMENT OF EDUCATION. Estab. 1909, last reorganization 1925.

UTAH LIBRARY DIVISION, DEPARTMENT OF PUBLIC INSTRUCTION. Estab. 1907, reorganized 1915. A part-time library secretary and organizer.

VERMONT FREE PUBLIC LIBRARY DEPARTMENT, STATE BOARD OF EDUCATION. Estab. 1894, reorganized 1923.

### **Board of Administration—1**

NORTH DAKOTA STATE LIBRARY COMMISSION. Estab. 1907, reorganized 1919. Directly under a general Board of Administration of five members: three appointed by the governor for six-year terms; two ex-officio, the state superintendent of public instruction and the commissioner of agriculture and labor. This board has charge of all penal, charitable and educational institutions.

## STATE LIBRARIES

### Library Extension and General Libraries—12

CALIFORNIA STATE LIBRARY. Separate state library board abolished 1921. Under a general state board of control, the governing body of the department of finance. Librarian appointed by it for a four-year term. He must be a professionally trained librarian.

FLORIDA STATE LIBRARY. Law of 1925. *Not operating*. Commission of three, appointed by the governor for four-year terms. Librarian appointed by board for an indefinite term.

ILLINOIS STATE LIBRARY. Three divisions; Library extension, General library, Archives. Secretary of state ex-officio state librarian. Advisory board of five, the governor, secretary of state, superintendent of public instruction and two members appointed by the governor.

INDIANA LIBRARY AND HISTORICAL DEPARTMENT. In a 1925 reorganization state library and library extension became the library division of a new department. Other divisions are historical, legislative. Under a board of five, appointed by the governor (four on recommendation of the state board of education, library trustees' association, library association and historical society) for four-year terms. Directors of the three divisions appointed by the board for an indefinite term. Director of library must be a college graduate with special library training.

MAINE STATE LIBRARY. Board consisting of governor and council. Librarian appointed by board for a five-year term.

MICHIGAN STATE LIBRARY. Board of five, appointed by the governor for four year terms. Librarian appointed by the governor for a four-year term.

OHIO STATE LIBRARY. Reorganized 1921. Board of five: the Director of Education as chairman, four members appointed by the governor for eight-year terms. Librarian appointed by the board for an indefinite term.

OREGON STATE LIBRARY. Reorganized 1913. Board of five: one appointed by the governor for a five-year term; four ex-officio, the governor, superintendent of public instruction, president of the state university, librarian of the Portland Public Library. Librarian appointed by the board for an indefinite term.

PENNSYLVANIA STATE LIBRARY. Reorganized in 1923 as a bureau of the Department of Education.

TEXAS STATE LIBRARY. Library and historical commission of five appointed by the governor for six-year terms. Librarian appointed by the commission for an indefinite term. He must be a trained and experienced librarian of administrative ability.

VIRGINIA STATE LIBRARY. Board of five, appointed by the state board of education for five-year terms. Librarian appointed by board for an indefinite term. Provisions in the constitution of 1902.

WASHINGTON STATE LIBRARY. The administrative code of 1921 created a state library committee of three: the superintendent of public instruction, commissioner of public lands, treasurer. Librarian appointed by the committee for an indefinite term.

**General Libraries—22**

- ARKANSAS STATE LIBRARY. Under direction of governor. Secretary of state ex-officio librarian.
- COLORADO STATE LIBRARY. Superintendent of public instruction ex-officio state librarian, according to the constitution of 1876.
- CONNECTICUT STATE LIBRARY. Committee of three, the governor and two members appointed biennially by the governor. Librarian appointed by the committee for an indefinite term.
- DELAWARE STATE LIBRARY. Under the supreme court. Librarian appointed by the governor for a term of two years.
- GEORGIA STATE LIBRARY. Under the direction of the governor, but expenditure of funds under the supreme court. Librarian appointed by the governor for a four-year term.
- IDAHO STATE LIBRARY. Supreme court is a managing board. Librarian appointed by supreme court, for an indefinite term.
- IOWA STATE LIBRARY. Board consisting of governor, secretary of state, superintendent of public instruction, judges of the supreme court. Librarian appointed by board for a six-year term.
- KANSAS STATE LIBRARY. Under the direction of supreme court. Librarian appointed by the governor on recommendation of supreme court, for a four-year term. (Constitution sets a four-year term for all officers.)
- KENTUCKY STATE LIBRARY. Board consisting of secretary of state, attorney general and auditor. Librarian elected by the general assembly for a four-year term.
- MARYLAND STATE LIBRARY. Committee of three or more appointed by the court of appeals. Librarian appointed by the governor for a four-year term. Appointment and salary of \$1,500 set in constitution of 1867.
- MASSACHUSETTS STATE LIBRARY. Board consisting of president of senate, speaker of house, and three persons appointed by the governor for three-year terms. Librarian appointed by the governor for an indefinite term.
- NEVADA STATE LIBRARY. Library committee of the justices of the supreme court. Librarian appointed by committee for an indefinite term.
- NEW HAMPSHIRE STATE LIBRARY. Board of three, appointed by the governor for three-year terms. Librarian appointed by board for an indefinite term.
- NEW JERSEY STATE LIBRARY. Commission consisting of the governor, chancellor, chief justice, attorney general, secretary of state, treasurer and controller. Librarian appointed by the commission for a five-year term.
- NEW YORK STATE LIBRARY. Under the regents of the University of the State of New York. Librarian appointed by them for an indefinite term.
- NORTH CAROLINA STATE LIBRARY. Board consisting of governor, superintendent of public instruction, secretary of state. Librarian appointed by the board for a four-year term.
- RHODE ISLAND STATE LIBRARY. Under secretary of state. Librarian appointed by secretary of state for a three-year term.
- SOUTH CAROLINA STATE LIBRARY. Board consisting of governor, secretary of state, superintendent of education. Librarian elected by general assembly for a two-year term.

**SOUTH DAKOTA DEPARTMENT OF HISTORY.** Governed by executive board of historical society. Librarian appointed by it for an indefinite term.

**TENNESSEE STATE LIBRARY.** In 1923 made a division of the department of public instruction.

**VERMONT STATE LIBRARY.** Board consisting of governor, chief justice, secretary of state, three state trustees and three resident trustees. Vacancies filled by the board. Librarian appointed by board for an indefinite term.

**WYOMING STATE LIBRARY.** Under the supreme court. Librarian appointed by the governor for a two-year term.

### Law Libraries—24

**ALABAMA STATE AND SUPREME COURT LIBRARY.** Under supreme court. Marshall is ex-officio librarian.

**ARIZONA STATE LAW AND LEGISLATIVE REFERENCE LIBRARY.** Board of three, appointed by the governor for six-year terms.

**LOUISIANA STATE LIBRARY.** Under the secretary of state. Librarian appointed by secretary of state for a four-year term.

**MINNESOTA STATE LIBRARY.** Under the supreme court. Librarian appointed by the governor for a two-year term according to the constitution of 1857.

**MISSISSIPPI STATE LIBRARY.** Board consisting of the governor, attorney general and justices of the supreme court. Librarian elected by the legislature for a four-year term according to the constitution of 1890.

**MISSOURI STATE LIBRARY.** Under supreme court. Librarian appointed by supreme court for a four-year term.

**MONTANA STATE LIBRARY.** Board consisting of the justices of the supreme court, the secretary of state and auditor. Librarian appointed by the board for a two-year term.

**NEBRASKA STATE LIBRARY.** Under supreme court. Clerk of the court is ex-officio state librarian, appointed by the court for a six-year term. Provisions of the constitution of 1875 as amended 1920.

**NEW MEXICO STATE LIBRARY.** Under supreme court. Librarian appointed by governor for an indefinite term.

**NORTH DAKOTA STATE LAW LIBRARY.** Under supreme court. Librarian appointed by the clerk of the supreme court for an indefinite term.

**OKLAHOMA STATE LIBRARY.** Under supreme court. Librarian appointed by supreme court for an indefinite term.

**UTAH STATE LIBRARY.** Board consisting of the governor, secretary of state and supreme court. Clerk of the court is ex-officio librarian.

**WEST VIRGINIA STATE LIBRARY.** Board consisting of governor, secretary of state and attorney general. Librarian appointed by governor for a two-year term.

**WISCONSIN STATE LAW LIBRARY.** Board consisting of supreme court and attorney general. Librarian appointed by board for an indefinite term.



# UNIVERSITY LIBRARY EXTENSION AGENCIES\*

## United States

ALABAMA.....	University extension division
ARIZONA.....	University library
ARKANSAS.....	University extension division
COLORADO.....	University extension division
DELAWARE.....	University library
FLORIDA.....	University extension division
GEORGIA.....	University library
INDIANA.....	University extension division
IOWA.....	State college library
	University
KANSAS.....	University extension division
	State teachers college library
KENTUCKY.....	University extension division
LOUISIANA.....	University extension division
MASSACHUSETTS.....	Agricultural college
MICHIGAN.....	University library
MISSISSIPPI.....	Agricultural college library
MISSOURI.....	University library
MONTANA.....	University library
NEBRASKA.....	University library
NEVADA.....	University library
NEW MEXICO.....	University library
NORTH CAROLINA.....	University extension division
NORTH DAKOTA.....	University extension division
	University library
OKLAHOMA.....	University extension division
OREGON.....	University library
SOUTH CAROLINA.....	University extension division
SOUTH DAKOTA.....	University extension division
TENNESSEE.....	University extension division
TEXAS.....	University extension division
UTAH.....	University extension division
VIRGINIA.....	University extension division
WASHINGTON.....	State college library
WEST VIRGINIA.....	University extension division
WISCONSIN.....	University extension division
WYOMING.....	University library

## Canada

ALBERTA.....	University extension department
ONTARIO.....	Agricultural college extension de- partment

\*Scott, Almere. Development of package library service. A.L.A. Proceedings 1925: 337.

## COUNTY LIBRARIES

*Counties listed are those in which public funds are appropriated  
for county public library service*

*223 counties in continental United States  
and 4 in Hawaii*

ALABAMA—3 out of 67 counties.

Jefferson County. Contract with Birmingham Public Library for \*\$10,000 for rural pop. of 107,571 outside Bessemer, Birmingham and Fairfield.

Talladega County. Contract with Talladega Public Library. \$600 for rural pop. of 34,459.

Tuscaloosa County Library, Tuscaloosa. \$1,800 for total pop. of 53,680.

ARIZONA—None and no law. 14 counties.

ARKANSAS—1 (though no law) out of 75 counties.

Jefferson County. Contract with Pine Bluff Public Library. \$600 for rural pop. of 41,050.

CALIFORNIA—43 out of 58 counties.\*\*

Alameda County Free Library, Oakland. \$47,389 for pop. of 43,074 outside Oakland, Alameda, Berkeley.

Amador County Free Library, Jackson. \$6,144 for entire county, pop. 7,793.

Butte County Free Library, Oroville. \$18,174 for pop. of 20,691, outside Chico.

Colusa County Free Library, Colusa. \$10,956 for entire county, pop. 9,290.

Contra Costa County Free Library, Martinez. \$50,762 for pop. of 37,046 outside Richmond.

Fresno County Free Library, Fresno. \$149,875 for pop. of 123,845 outside Coalinga High School District.

Glenn County Free Library, Willows. \$16,105 for entire county, pop. 11,853.

Humboldt County Free Library, Eureka. \$27,564 for pop. of 24,490 outside Eureka.

Imperial County Free Library, El Centro. \$12,748 for entire county, pop. 43,453.

Inyo County Free Library, Independence. \$9,300 for entire county, pop. 7,031.

Kern County Free Library, Bakersfield. \$94,142 for entire county, pop. 54,843.

Kings County Free Library, Hanford. \$30,267 for entire county, pop. 22,031.

Lassen County Free Library, Susanville. \$13,926 for entire county, pop. 8,507.

Los Angeles County Free Library, Los Angeles. \$290,001 for pop. of 170,652, outside Alhambra, Arcadia, Azusa, Covina, Glendale, Glendora, Long Beach, Los Angeles, Monrovia, Pasadena, Pomona, Redondo Beach, Santa Monica, Sierra Madre, South Pasadena and Whittier.

Madera County Free Library, Madera. \$21,268 for entire county, pop. 12,203.

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\*Figures given for each library show the county appropriation or tax levy for the past or current fiscal year.

\*\*Since this matter went to press two more county libraries have been established: Marin, as an independent county library; Sierra, by contract with the neighboring county of Plumas.

CALIFORNIA—*Continued*

- Merced County Free Library, Merced. \$41,726 for entire county, pop. 24,573.  
 Modoc County Free Library, Alturas. \$4,097 for entire county, pop. 5,425.  
 Monterey County Free Library, Salinas. \$20,505 for pop. of 19,527 outside Monterey and Pacific Grove.  
 Napa County Free Library, Napa. \$11,422 for pop. of 11,725 outside Calistoga, Napa and St. Helena.  
 Orange County Free Library, Santa Ana. \$25,987 for pop. of approximately 28,000 outside Anaheim, Buena Park, Fullerton, Huntington Beach, Newport Beach, Orange, Placentia, Santa Ana and Yorba Linda.  
 Plumas County Free Library, Quincy. \$10,549 for entire county, pop. 5,681.  
 Riverside County. Contract with Riverside Free Public Library. \$14,300 for pop. of 30,956 outside Riverside.  
 Sacramento County Free Library, Sacramento. \$35,028 for pop. of 25,121 outside Sacramento.  
 San Benito County Free Library, Hollister. \$9,370 for entire county, pop. 8,995.  
 San Bernardino County Free Library, San Bernardino. \$33,315 for pop. of 37,829 outside Ontario, Redlands and San Bernardino.  
 San Diego County Free Library, San Diego. \$30,949 for pop. of 28,210 outside Coronado, Escondido, National City, Oceanside and San Diego.  
 San Francisco City and County Public Library. \$264,406 for pop. of 506,676.  
 San Joaquin County. Contract with Stockton Free Public Library. \$30,260 for pop. of 39,609 outside Stockton.  
 San Luis Obispo County Free Library, San Luis Obispo. \$15,259 for pop. of 14,079 outside Paso Robles and San Luis Obispo.  
 San Mateo County Free Library, Redwood City. \$15,999 for pop. of 26,694 outside Burlingame and San Mateo.  
 Santa Barbara County. Contract with Santa Barbara Free Public Library. \$22,066 for pop. of 21,656 outside Santa Barbara.  
 Santa Clara County Free Library, San José. \$28,635 for pop. of 43,060 outside Gilroy, Los Gatos, Palo Alto, San José, Santa Clara and Sunnyside.  
 Santa Cruz County. Contract with Santa Cruz Public Library. \$8,500 for pop. of 10,339 outside Santa Cruz and Watsonville.  
 Siskiyou County Free Library, Yreka. \$18,249 for entire county, pop. 18,545.  
 Solano County Free Library, Fairfield. \$23,020 for entire county, pop. 40,602.  
 Stanislaus County Free Library, Modesto. \$28,898 for entire county, pop. 43,557.  
 Sutter County Free Library, Yuba City. \$14,881 for entire county, pop. 10,115.  
 Tehama County Free Library, Red Bluff. \$10,876 for pop. of 8,133 outside Corning, Red Bluff, Tehama.  
 Trinity County Free Library, Weaverville. \$4,427 for entire county, pop. 2,551.  
 Tulare County Free Library, Visalia. \$42,209 for entire county, pop. 59,031.  
 Tuolumne County Free Library, Sonora. \$8,373 for entire county, pop. 7,768.  
 Ventura County Free Library, Ventura. \$27,714 for pop. of 20,440 outside Oxnard and Santa Paula.  
 Yolo County Free Library, Woodland. \$17,860 for entire county, pop. 17,105.

COLORADO—None and no law. 63 counties (or 62, omitting Denver).

CONNECTICUT—None and no law (Town unit instead). 8 counties.

DELAWARE—None and no law. 3 counties.

DISTRICT OF COLUMBIA—City and District co-extensive.

FLORIDA—None and no law. 63 counties.

GEORGIA—7 (though no law) out of 160 counties.

Ben Hill County. Contract with Fitzgerald Public Library. \$400 for rural pop. of 7,729.

Brooks County Library, Quitman. \$300 for rural pop. of 20,145.

Colquit County. Contract with Moultrie Public Library. \$600 for rural pop. of 22,543.

Crisp County. Contract with Cordele Public Library. \$1,200 for rural pop. of 12,376.

Jones County Library, Gray. \$120 for entire pop. of 13,269. (Also woman's club support.)

Randolph County. Contract with Cuthbert Public Library. \$175 for rural pop. of 13,699.

Sumter County. Contract with Americus Public Library. \$600 for rural pop. of 20,630.

HAWAII—4 (complete county service). Territorial support.

Hawaii County. Hilo Public Library. \$26,500 for entire county, pop. 73,030.

Kauai County. Kauai Library Association, Lihue. \$14,500 for entire county, pop. 33,747.

Maui County. Maui County Free Library, Wailuku. \$15,300 for entire county, pop. 42,242.

Oahu County. Library of Hawaii. \$54,450 for entire county, pop. 156,500.

IDAHO—None and no law. 44 counties.

ILLINOIS—1 out of 102 counties.

Warren County Public Library, Monmouth. \$15,000 for entire county, pop. 21,488.

INDIANA—13 out of 92 counties.

Allen County. Contract with Fort Wayne Public Library. \$23,389 for rural pop. of 27,754.

Bartholomew County Library, Columbus. Total city and county \$8,522 for pop. of 23,887.

Benton County. Contract with Fowler Public Library. \$7,146 for rural pop. of 5,492, omitting 4 townships.

Brown County. Contract with Nashville Public Library. \$2,000 for rural pop. of 6,696.

Cass County. Contract with Logansport Public Library. \$8,903 for rural pop. of 16,707, omitting 2 townships.

Fulton County. Contract with Rochester Public Library. \$7,019 for rural pop. of 8,283, omitting 2 townships.

Jefferson County. Contract with Madison Public Library. City and county \$6,391 for rural pop. of 14,098.

Jennings County. Contract with North Vernon Public Library for rural pop. of 10,196.

Ohio County. Contract with Rising Sun Public Library. \$1,165 for rural pop. of 2,613.

Scott County. Contract with Scottsburg Public Library for rural pop. of 5,815.

Switzerland County Library, Vevay. \$5,487 for entire pop. of 9,311.

Union County. Contract with Liberty Public Library. \$4,670 for rural pop. of 4,729.

Vanderburgh County. Contract with Evansville Public Library. \$6,737 for rural pop. of 7,029.

IOWA—None, but has a law. 99 counties.

KANSAS—None, but has a law. 105 counties.

KENTUCKY—4 out of 120 counties.

Fayette County. Contract with Lexington Public Library for rural pop. of 13,110.  
Franklin County. Contract with Frankfort Public Library for rural pop. of 9,552.  
Jefferson County. Contract with Louisville Public Library. \$12,500 for rural pop. of 31,478.

Mason County. Contract with Maysville Public Library. \$200 for rural pop. of 11,653.

LOUISIANA—3 out of 64 parishes. (Or 63, omitting New Orleans.)

East Baton Rouge Parish. Contract with Baton Rouge Public Library for rural pop. of 22,731.

Ouachita Parish. Contract with Monroe Public Library. \$1,200 for rural pop. of 17,644.

Richland Parish Library, Rayville. March, 1926.

MAINE—None and no law. (Town unit) 16 counties.

MARYLAND—5 out of 23 counties.

Anne Arundel County. Contract with Annapolis Public Library. 1926. \$500 for rural pop. of 31,944.

Dorchester County. Contract with Cambridge Public Library. 1926. \$200 for rural pop. of 20,428.

Frederick County Free Library, Frederick. City and county \$2,411. Rural pop. of 11,066.

Harford County Public Library, Belair. \$100 for entire county, pop. 29,291.

Washington County Free Library, Hagerstown. County, city and endowment, \$15,521 for total pop. of 59,694.

(Also demonstration county library service in Talbot County, Easton.)

MASSACHUSETTS—None and no law. (Town unit). 14 counties.

MICHIGAN—4 out of 83 counties.

Manistee County. Contract with Manistee Public Library. \$3,000 for rural pop. of 11,205.

Menominee County. Contract with Menominee Public Library for rural pop. of 14,871.

St. Clair County. Contract with Port Huron Public Library. \$3,000 for rural pop. of 32,065.

Wayne County. Contract with Detroit Public Library. \$30,000 for pop. of 88,853 outside Detroit, Hamtramck and Highland Park.

MINNESOTA—9 out of 87 counties.

Anoka County. Contract with Anoka Public Library. \$500 for rural pop. of 10,756.

Hennepin County. Contract with Minneapolis Public Library. \$25,808 for rural pop. of 34,837.

Itasca County. Contract with Grand Rapids Public Library. \$2,500 for rural pop. of 10,962.

Koochiching. Contract with International Falls Public Library. County \$1,500, 2 school districts \$1,700, making \$3,200 for rural pop. of 9,072.

Meeker County. Contract with Litchfield Public Library. \$200 for rural pop. of 15,313.

Olmstead County. Contract with Rochester Public Library. \$600 for rural pop. of 14,292.

Ramsay County. Contract with St. Paul Public Library. \$2,100 for rural pop. of 6,000 outside North St. Paul and White Bear.



MINNESOTA—*Continued*

Steele County. Contract with Owatonna Public Library. \$1,500 for rural pop. of 10,809.

Washington County. Contract with Stillwater Public Library. \$1,200 for rural pop. of 16,062.

## MISSISSIPPI—4 out of 83 counties.

Coahoma County. Contract with Clarksdale Public Library. \$3,000 for rural pop. of 33,959.

Lauderdale County. Contract with Meridian Public Library for rural pop. of 22,498.

Leflore County. Contract with Greenwood Public Library. \$1,000 for rural pop. of 22,498.

Washington County. Contract with Greenville Public Library. \$1,200 for rural pop. of 39,532.

## MISSOURI—2 out of 114 counties.

Grundy County. Contract with Trenton Public Library for rural pop. of 10,603.

Marion County. Contract with Hannibal Public Library for rural pop. of 10,920.

County appropriation based on rural circulation. Last 2 years \$78 and \$200.

## MONTANA—9 out of 54 counties.

Big Horn County Library, Hardin. \$3,187 for total pop. of 7,015.

Blaine County Library, Chinook. Total pop. of 9,057.

Chouteau County Library, Ft. Benton. Expenditures \$7,750. Total pop. of 11,051.

Lincoln County Library, Libby. Total pop. of 7,797.

Madison County. Thompson-Hickman Free County Library, Virginia City. \$1,446 for total pop. of 7,495.

Missoula County. Contract with Missoula Public Library. \$6,000 for rural pop. of about 7,000.

Phillips County Library, Malta. Total pop. of 9,311.

Rosebud County Library, Forsyth. \$3,796 for total pop. of 8,002.

Sheridan County Library, Plentywood. \$3,500 for total pop. of 13,847.

## NEBRASKA—None, but has a law. 93 counties.

## NEVADA—None, and no law. 17 counties.

## NEW HAMPSHIRE—None, and no law. (Town unit.) 10 counties.

## NEW JERSEY—7 out of 21 counties.

Atlantic County Library, Mays Landing. County \$13,460, state grants \$1,420.

Headquarters space, light, heat and janitor service free. 3 communities support local libraries, also branches of the county system. Serves pop. of 33,207 outside Atlantic City.

Burlington County Library, Mount Holly. County \$11,952, state grants \$1,570.

Headquarters space, etc. free. 10 communities support local libraries, also branches of the county system. Serves entire county, pop. 81,770.

Camden County Library, Haddonfield. County \$17,058, state grants \$1,460.

Headquarters space, etc. free. 4 communities support local libraries, also branches of the county system. Serves pop. of 56,889 outside Camden City, Collingswood, Haddonfield and Haddon Heights.

Cape May County Library, Cape May Court House. County \$11,044, state grants \$1,120. Headquarters space, etc. free. 3 communities support local libraries, also branches of the county system. Serves pop. of 16,948 outside Ocean City.

Monmouth County Library, Freehold. County \$20,770, state grants \$1,600.

Headquarters space, etc. free. 8 communities support local libraries, also branches of the county system. Serves pop. of 44,497 outside Asbury Park, Avon, Belmar, Bradley Beach, Freehold, Keyport, Long Branch, Manasquan, Matawan, Middletown Township, Spring Lake, and West Long Branch.

NEW JERSEY—*Continued*

Morris County Library, Morristown. County \$15,294, state grants \$1,610. Headquarters space, etc. free. 13 communities support local libraries, which are also branches of the county system or call on it for books. Serves pop. of 64,938 outside Chatham, Dover, Rockaway, Wharton.

Ocean County Library, Toms River. 1925. County \$4,538, state grants \$4,160. Headquarters space, etc. free. 4 communities support local libraries, also branches of the county system. Serves pop. of 13,518 outside Beach Haven, Dover Township and Lakewood.

## NEW MEXICO—2 out of 31 counties. Law of 1925.

Colfax County. Contract with Raton Public Library. Rural pop. of 15,996.

Santa Fé County. Contract with Santa Fé Public Library. \$600 for rural pop. of 7,794.

## NEW YORK—2 out of 62 counties (or 57 omitting the 5 boroughs of New York City).

Chemung County. Contract with Steele Memorial Library, Elmira. \$2,000 for rural pop. of 20,479.

Monroe County Traveling Library. Service by book automobile. Headquarters at University of Rochester Library. \$10,000 for rural pop. of 44,163 outside Rochester and 6 small communities.

## NORTH CAROLINA—12 out of 100 counties.

Burke County. Contract with Morgantown Public Library. \$300 for rural pop. of 10,430.

Chowan County. Contract with Edenton Memorial Library. \$110 for rural pop. of 7,872.

Durham County. Contract with Durham Public Library. \$4,000 for rural pop. of 20,500. (County also appropriates \$240 to the independent Negro library at Durham.)

Forsyth County. Contract with Winston-Salem Public Library. \$1,500 for rural pop. of 28,874.

Guilford County. Contract with Greensboro Public Library. \$4,000 for rural pop. of 59,411.

Mecklenburg County. Contract with Charlotte Public Library. 1925. \$5,000 for rural pop. of 34,357.

New Hanover County. Contract with Wilmington Public Library. \$600 for rural pop. of 7,248.

Rowan County. Contract with Salisbury Public Library. \$1,800 for rural pop. of 10,178.

Stanly County. Contract with Albemarle Public Library. 1926. \$1,200 for rural pop. of 24,738.

Vance County. Contract with Henderson Memorial Library. \$2,000 for rural pop. of 17,577.

Wake County. Contract with Raleigh Public Library. 1926. \$3,000 for rural pop. of 50,737.

Warren County Memorial Library, Warrenton. \$500 for rural pop. of 20,666.

## NORTH DAKOTA—None, and no law. 53 counties.

## OHIO—9 out of 88 counties.

Cuyahoga County. Contract with Cleveland Public Library. \$81,500 for pop. of 58,584 outside Cleveland, Cleveland Heights, East Cleveland, Lakewood, Bay Village and Dover Center.

Erie County. Contract with Sandusky Library Association. \$6,000 for rural pop. of 16,892.

Greene County. Contract with Library Association at Xenia. \$3,000 for entire county, pop. 31,221.

OHIO—*Continued*

Hamilton County. Public Library of Cincinnati. \$402,500 for entire county, pop. 493,678.

Lucas County Library, Maumee. \$11,538 for pop. of 32,557, outside Toledo.

Paulding County Library, Paulding. \$3,800 for entire county, pop. 18,736.

Richland County. Contract with Mansfield Public Library. \$1,500 for pop. of 27,336, outside Mansfield.

Ross County. Contract with Chillicothe Public Library. \$1,000 for rural pop. of 25,725.

Van Wert County. Brumback Library of Van Wert County, Van Wert. \$12,500 for entire county, pop. 28,210.

## OKLAHOMA—1 (though no law) out of 77 counties.

Garfield County. Contract with Enid Public Library. \$1,000 for rural pop. of 20,924.

## OREGON—10 out of 36 counties.

Deschutes County Library, Bend. \$9,097: \$5,384 from county, \$3,713 from city, for total pop. of 9,622.

Hood River County Library, Hood River. \$5,500, half from county, half from city, for total pop. of 8,315.

Jackson County Library, Medford. \$10,332 for total pop. of 20,405.

Jefferson County Library. Pop. 3,211.

Josephine County. Contract with Grants Pass Public Library. \$1,250 for rural pop. of 4,504.

Klamath County Library, Klamath Falls. Pop. 11,413.

Malheur County. Contract with Ontario Public Library. \$4,200 for rural pop. of 8,868. 3 branch libraries partially supported by local communities.

Multnomah County. Contract with Portland Library Association. \$303,218 for total pop. of 275,898.

Umatilla County Library, Pendleton. \$12,700 and \$2,000 from county seat for pop. of 25,946. 10 branch libraries partially supported by local communities.

Wasco County Library, The Dalles. \$6,550 plus \$4,000 from county seat for total pop. of 13,648.

## PENNSYLVANIA—3 out of 67 counties (or 66, omitting Philadelphia).

Clinton County. Contract with A. H. Ross Library, Lock Haven. \$1,000 for rural pop. of 24,998.

Dauphin County. Contract with Harrisburg Public Library. 1925. \$3,000 for pop. of 77,199 outside county seat.

Lancaster County. Contract with A. H. Smith Library, Lancaster. \$1,500 for pop. of 120,647 outside county seat.

(Also demonstration county library service in Susquehanna County, Montrose.)

## RHODE ISLAND—None and no law (Town unit). 5 counties.

## SOUTH CAROLINA—1 out of 46 counties.

Spartenburg County. Contract with Kennedy Free Library, Spartenburg. Income from county, city and endowment \$11,000 for total pop. of 94,265.

(Also demonstration county library service in Greenville County, Greenville.)

## SOUTH DAKOTA—5 out of 69 counties.

Buffalo County Library, Gannvalley. \$600 for total pop. of 1,715.

Hyde County Library, Highmore. \$3,000 for total pop. of 3,315.

Moody County Library, Flandreau. Under club management. \$1,000 from county for pop. of 9,742.

Potter County Library, Gettysburg. \$4,500 for total pop. of 4,382.

Tripp County Library, Winner. \$4,459 for total pop. of 11,970.

## TENNESSEE—3 out of 95 counties.

Greene County Library, Greeneville. \$1,200 for total pop. of 32,824.

Hamilton County. Contract with Chattanooga Public Library. \$15,000 for rural pop. of 58,059.

Madison County. Contract with Jackson Public Library. \$600 for rural pop. of 24,964.

## TEXAS—8 out of 253 counties.

Cooke County Library, Gainesville. \$5,000 for total pop. of 25,667.

Dallam County Library, Dalhart. \$1,800 for total pop. of 4,528.

Denton County Library. 1926. \$3,500 for total pop. of 35,355.

Harris County Library, Houston. \$14,000 for pop. of 48,391 outside Houston.

Lubbock County Library, Lubbock. 1926. \$5,000 for total pop. of 11,096.

Potter County Library, Amarillo. \$10,230 for total pop. of 16,710.

Tarrant County. Contract with Ft. Worth Public Library. \$7,500 for rural pop. of 46,318.

Wilbarger County. Contract with Vernon Public Library. \$2,400, half from county, half from city, for total pop. of 15,112.

## UTAH—10 out of 29 counties.

Beaver County Library, Beaver City. \$5,019 for total pop. of 5,139.

Cache County Library, Logan. \$5,000 for total pop. of 26,992.

Grand County Library, Moab. \$1,471 for total pop. of 1,808.

Iron County Library, Cedar City. \$3,307 for total pop. of 5,787.

Morgan County Library, Morgan City. \$2,139 for total pop. of 2,542.

San Juan County Library, Monticello. \$594 for total pop. of 3,379.

Uintah County Library, Vernal. Total pop. 8,470.

Wasatch County Library, Heber City. \$2,830 for total pop. of 4,625.

Washington County Library, St. George. \$2,888 for total pop. of 6,764.

Wayne County Library, Loa. \$700 for total pop. of 2,097.

## VERMONT—None and no law (Town unit) 14 counties.

## VIRGINIA—1 out of 100 counties.

Elizabeth City County. Charles H. Taylor Memorial Library. 1926. \$3,600 for total pop. of 25,249.

## WASHINGTON—3 (though no law) out of 39 counties.

Klickitat County. Contract with Goldendale Public Library. \$300 for rural pop. of 7,994.

Mason County. Contract with Shelton Public Library. \$300 for rural pop. of 3,935.

Thurston County. Contract with Olympia Public Library. \$2,000 for rural pop. of 14,571.

## WEST VIRGINIA—1 out of 55 counties.

Lewis County. Lewis Bennett Public Library. \$7,500 for total pop. of 20,455.

## WISCONSIN—20 out of 71 counties, served by 22 libraries.

Brown County. Contract with Green Bay and DePere libraries for \$2,600 and \$800, respectively. Total of \$3,400 for rural pop. of 25,707.

Columbia County Traveling Library System, Portage. \$275 for rural pop. of 17,337 outside 7 communities with libraries.

Dodge County Traveling Library System, Juneau. \$150 for rural pop. of 28,207 outside 6 communities with libraries.

Douglas County Traveling Library System, at Superior Public Library. \$400 for rural pop. of 10,100.

Eau Claire County Traveling Library System, at Eau Claire Public Library. \$300 for rural pop. of 12,798 outside 3 communities with libraries.



WISCONSIN—*Continued*

Jefferson County Traveling Library System, Jefferson. Rural pop. of 14,043 outside 7 communities with libraries.

LaCrosse County Library, LaCrosse. \$1,600 for rural pop. of 13,934.

Langlade County. Contract with Antigo Public Library. \$2,000 for rural pop. of 13,020.

Marinette County Traveling Library System, at Marinette Public Library. \$1,000 for rural pop. of 18,921.

Milwaukee County. Contract with Milwaukee Public Library. \$40,759, figured by circulation, for rural pop. of 44,369. (Also gives supplementary service to five smaller libraries.)

Oconto County Traveling Library System, at Oconto Public Library. \$1,200 for rural pop. of 19,485 outside Oconto and Oconto Falls.

Outagamie County. Contract with Appleton Public Library. 1925. \$200 for rural pop. of 25,245 outside 5 communities with libraries.

Pepin County. Contract with Durand Public Library. 1925. \$500 for rural pop. of 5,964.

Portage County. Contract with Amherst Public Library. \$150 for rural pop. of 21,690 outside Stevens Point and Amherst.

Racine County. Contract with Racine Public Library. \$6,417 figured by circulation, for rural pop. of 16,572 outside 3 communities with libraries.

Rusk County. Contract with Ladysmith Public Library. \$1,250 for rural pop. of 12,822.

Sauk County Traveling Library System, at Baraboo Public Library. \$200 for rural pop. of 19,722 outside 9 communities with libraries.

Trempealeau County Traveling Library System, at Whitehall Public Library. \$150 for rural pop. of 18,106 outside 7 communities with libraries.

Winnebago County Traveling Library System, at Oshkosh Public Library. \$325 for rural pop. of 15,555 outside 4 communities with libraries.

Wood County. Contract with Marshfield and Wisconsin Rapids libraries for \$500 each, or \$1,000, for rural pop. of 18,367, outside 3 communities with libraries.

## WYOMING—17 out of 23 counties.

Albany County Library, Laramie. \$13,300 for total pop. of 9,283.

Big Horn County Library, Basin. \$3,600 for total pop. of 12,105.

Carbon County Library, Rawlins. Total pop. of 9,525.

Converse County Library, Douglas. \$5,024 for total pop. of 7,871.

Fremont County Library, Lander. \$5,000 for total pop. of 11,820.

Goshen County Library, Torrington. Total pop. of 8,064.

Hot Springs County Library, Thermopolis. \$5,853 for total pop. of 5,164.

Johnson County Library, Buffalo. \$2,500 for total pop. of 4,617.

Laramie County Library, Cheyenne. \$8,072 for total pop. of 20,699.

Natrona County Library, Casper. \$23,450 for total pop. of 14,635.

Niobrara County Library, Lusk. \$1,618 for total pop. of 6,321.

Park County Library, Cody. Total pop. of 7,298.

Platte County Library, Wheatland. \$5,200 for total pop. of 7,421.

Sheridan County Library, Sheridan. \$8,000 for total pop. of 18,182.

Sweetwater County Library, Green River. Total pop. of 13,640.

Uinta County Library, Evanston. \$5,000 for total pop. of 6,611.

Weston County Library, Newcastle. \$2,016 for total pop. of 4,631.



## TOWNSHIP LIBRARY SERVICE

State	Number of libraries
ILLINOIS.....	49
INDIANA.....	160
IOWA.....	23
MICHIGAN.....	37
MINNESOTA.....	2
NEBRASKA.....	16
NEW JERSEY.....	9
NEW YORK.....	107
NORTH DAKOTA.....	1
OHIO.....	43
PENNSYLVANIA.....	2
SOUTH CAROLINA.....	1
WISCONSIN.....	25
<i>Total</i> .....	<hr/> 475

## NEGROES HAVING PUBLIC LIBRARY SERVICE

### Southern States

	Negro Population 1920 Census	Public Library Service	Without Service
ALABAMA.....	900,652	70,230	830,422
ARKANSAS.....	472,220	17,477	454,743
FLORIDA.....	329,487	55,603	273,884
GEORGIA.....	1,206,365	114,396	1,091,969
KENTUCKY.....	235,938	75,148	160,790
LOUISIANA.....	700,257	100,930	599,327
MARYLAND.....	244,479	111,997	132,482
MISSISSIPPI.....	935,184	44,351	890,833
NORTH CAROLINA.....	763,407	31,968	731,439
OKLAHOMA.....	149,408	31,834	117,574
SOUTH CAROLINA.....	864,719	8,184	856,535
TENNESSEE.....	451,758	127,005	324,753
TEXAS.....	741,694	91,983	649,711
VIRGINIA.....	690,017	129,635	560,382
<i>Total</i> .....	<hr/> 8,685,585	<hr/> 1,010,741	<hr/> 7,674,844

# FORMS OF PUBLIC LIBRARY SERVICE TO NEGROES

## In the Southern States

**ALABAMA**—900,652 Negroes.

Birmingham. 70,230 Negroes. Branch in Negro masonic temple; deposit stations in elementary schools.

**ARKANSAS**—472,220 Negroes.

Little Rock. 17,477 Negroes. Branch in rented room in office building.

**FLORIDA**—329,487 Negroes.

Jacksonville. 41,520 Negroes. Special room in the main library.

Orlando. 2,552 Negroes. Branch in rented building; school deposits.

Tampa. 11,531 Negroes. Branch in rented quarters; small collection in the Negro high school.

**GEORGIA**—1,206,365 Negroes.

Atlanta. 62,796 Negroes. Branch in Carnegie Building; branch in Negro high school.

Columbus. 9,093 Negroes. School deposits.

Rome. 3,328 Negroes.

Savannah. 39,179 Negroes. Independent library in a Carnegie building. City appropriation.

**KENTUCKY**—235,938 Negroes.

Covington. 3,040 Negroes. Service through regular channels.

Danville. 1,357 Negroes. Branch library.

Henderson. 2,968 Negroes. Branch library.

Lexington. 12,450 Negroes. Special reading room. Full book privileges.

Louisville. 44,448 Negroes. 2 branches in Carnegie buildings; branch in high school; 18 stations; 66 class room collections in 27 school buildings. County as well as city served. Organized as a department of the library.

Newport. 864 Negroes. Negroes may borrow books but have not full privileges.

Owensboro. 2,836 Negroes. Branch library.

Paducah. 5,586 Negroes. Negroes may borrow books but have not full privileges.

Paris. 1,599 Negroes. Negroes may borrow books but have not full privileges.

**LOUISIANA**—700,257 Negroes.

New Orleans. 100,930 Negroes. Branch in Carnegie building; school deposits.

**MARYLAND**—244,479 Negroes.

Baltimore. 108,322 Negroes. Service through regular channels.

Cumberland. 1,433 Negroes. Service through regular channels.

Washington County Library, Hagerstown. 2,242 Negroes. City and county service through regular channels.

**MISSISSIPPI**—935,184 Negroes.

Coahoma County. Clarksdale Public Library. 35,205 Negroes. School deposits.

Meridian. 8,343 Negroes. Independent public library in a Carnegie building. Expenditures \$800.

Mound Bayou. A Negro town of 803 population with a public library in a Carnegie building.

## NORTH CAROLINA—763,407 Negroes.

Asheville. 7,145 Negroes. School deposits; branch planned.

Charlotte. 14,641 Negroes. Independent library in its own building.

Durham. 13,168 Negroes. Independent library in its own building, erected from local gifts. \$900 from city, \$240 from county.

Greensboro. 5,973 Negroes. Independent library in a Carnegie building.

Laurinburg. 1,041 Negroes. Independent library.

## OKLAHOMA—149,408 Negroes.

Enid. 474 Negroes. Branch in Booker Washington school.

Guthrie. 2,370 Negroes. Branch.

Muskogee. 7,195 Negroes. Colored Public Library, under a separate board. Owns a small library building. City appropriation of \$1,200 is handled as part of the general library fund.

Oklahoma City. 8,241 Negroes. Branch in rented quarters.

Oklmulgee. 3,359 Negroes. Branch library building.

Sapulpa. 1,317 Negroes. Branch in high school.

Tulsa. 8,878 Negroes. Branch in rented quarters.

## SOUTH CAROLINA—864,719 Negroes.

Greenville. 8,184 Negroes. Branch on the first floor of the Negro community house. Open to the county.

## TENNESSEE—451,758 Negroes.

Chattanooga. 18,889 Negroes. Branch in high school with separate entrance.

Knoxville. 11,302 Negroes. Branch in Carnegie building; school deposits.

Memphis. 61,181 Negroes. 2 branch libraries, in Howe and Le Moyne Institutes; class room libraries.

Nashville. 35,633 Negroes. Branch in Carnegie building; stations.

## TEXAS—741,694 Negroes.

Cooke County Library, Gainesville. 1,398 Negroes.

Fort Worth. 15,896 Negroes. Negroes may draw books but have no reading room privileges; deposits at Y. M. C. A. and Y. W. C. A.

Galveston. 9,888 Negroes. Branch in high school.

Harris County Library. 8,774 Negroes. Three stations in Negro communities.

Houston. 33,960 Negroes. Branch in Carnegie building; deposits in schools.

San Antonio. 14,341 Negroes. Branch library building; branch in high school; deposits in other schools.

Waco. 7,726 Negroes. Deposits in schools.

## VIRGINIA—690,017 Negroes.

Lynchburg. 8,329 Negroes. Branch in Negro high school.

Norfolk. 43,392 Negroes. Branch occupying 2 rooms of the Paul Lawrence Dunbar school.

Petersburg. 13,608 Negroes. Room in main library, with separate entrance.

Richmond. 54,041 Negroes. Branch in Negro Y.W.C.A.

Roanoke. 9,331 Negroes. Branch in rented room.

Winchester. 934 Negroes. School deposit.

## In Border and Northern States

DELAWARE—30,335 Negroes.

Through regular channels.

DISTRICT OF COLUMBIA—109,966 Negroes.

Public library operates several branch libraries in Negro schools; also service through regular channels.

ILLINOIS—182,274 Negroes.

Cairo. 5,000 Negroes. Branch in Negro school; school deposits.

INDIANA—80,810 Negroes.

Evansville. 6,394 Negroes. Branch library in Carnegie building; stations in high school, 2 city grade schools, 1 county school.

Indianapolis. 34,678 Negroes. Paul Lawrence Dunbar Branch, in large first floor room of school, with separate entrance; another branch planned; school stations and class room libraries.

Other libraries. Service through regular channels.

MISSOURI—178,241 Negroes.

Kansas City. 30,719 Negroes. Branch in high school; deposit stations in some other schools; also service through regular channels.

Other libraries give service through the regular channels.

NEW YORK—198,483 Negroes.

New York City. 152,467 Negroes. 135th Street branch has become chiefly Negro, and half the assistants are Negroes; also service through regular channels.

OHIO—186,187 Negroes.

Cincinnati. 30,079 Negroes. 2 branches (Douglass and Stowe) in large first floor rooms of schools, with separate entrances; also service through regular channels.

Other libraries give service through regular channels.

WEST VIRGINIA—86,345 Negroes.

Through regular channels.





## INDEX

States, counties, and cities in America and their libraries are so frequently alluded to that it has not been thought necessary to refer to these specifically in the index. Certain references, however, to outlying dependencies and foreign countries have a special interest which seems to warrant their inclusion.

- A. L. A. Board of Education for Librarianship, 22, 92, 104
- A. L. A. Commission on the Library and Adult Education, 15, 61
- A. L. A. Committee on Federal and State Relations, 92, 95
- A. L. A. Committee on Legislation, 110-11
- A. L. A. Committee on Library Extension, 15, 92
- A. L. A. Committee on the Library Survey, 15, 106
- A. L. A. Council resolutions: book post, 94-95; county library, 46; gifts, 23, 93; minimum revenue, 24
- Abstract of laws*, W. H. Brett, 110
- Administration of libraries, 22
- Adult education, 61
- Agricultural colleges, 93, 101
- Agricultural extension, 32; demonstration method, 86, 115; cooperation with, 101; with Negroes, 77
- Alaska, 79-80, 84
- American Bankers' Association, 101
- American Child Health Association, 106, 115
- American Country Life Association, 33, 46, 101
- Appropriations: county libraries, 45, 145-53; demonstrations, 117; public libraries, 22-23; school libraries, 68; state extension agencies, 53; territorial, 80-81
- Archive departments, 61
- Army library service, 81, 83
- Assessed valuations, 131
- Association libraries, 19, 22
- Averages, 25-26
- Ayres school rating, 101, 107
- Baltimore and Ohio R. R., 35
- Bankers' associations, 101, 104
- Belgium, 87
- Better cities contest, 106
- Bishop, W. W., quoted, 63
- Blind, books for, 57-58
- Book depositories, 69
- Book lists, 68, 103
- Book post, 92, 94-95
- Book prices, 39
- Book trucks: county, 44, 115; state, 56; township, 42; use for publicity, 102-3
- Booklets, 103
- Bookman*, 39
- Books: in public libraries, 21, 27, 122-23; in school libraries, 70; in the home, 34; need of, 33; value, 100
- Bookstores, 34
- Bostwick, A. E., quoted, 19
- Boy Scouts, 101
- Boys' and girls' clubs, 32, 77-78, 115
- Branch libraries: city, 39; county, 44; Negro, 74-75; 155-57; territories, 80-81, 83
- Brett, W. H., 110
- Broadcasting, 102
- Broadsides, 103
- Buchner, E. F., quoted, 107
- Budgets, 23
- Buildings, Carnegie, 82, 93-94
- Butterfield, K. L., quoted, 46
- Canada Bureau of Statistics, 110
- Carnegie Corporation: gifts for library buildings, 82, 93-94; grant for library extension study, 15; Louisiana demonstration, 114
- Carnegie United Kingdom Trust: county subsidies, 87, 94; library surveys, 105
- Certification, 55
- Child health demonstrations, 116

- Child welfare surveys, 106  
 Church boards, 101  
 Church demonstrations, 117  
 Church Periodical Club, 35  
 Circulation of books, 21, 27; by states, 122-23; territories, 80-81  
 Cities without library service, 30, 36, 126-27  
 City libraries, 39-41, 48, 91  
 Civic organizations, 101  
 Classroom libraries, 39, 74-76  
 Claxton, P. P., quoted, 33  
 Commissions, *see* State library extension agencies  
 Commonwealth Fund, 116  
 Community surveys, 106  
 Compulsory library service, 87, 112  
 Consolidated schools, 22, 32, 70  
 Constitutions, library provisions, 22, 62  
 Consulting service, 54, 97-99, 111  
 Contract service: city libraries, 41; county, 44, 47, 145-53; school, 68-69, 71; suburbs, 31, 47; township, 42  
 Cooperative associations, 32  
 Correlation of book service, 63-64  
 Cost: of books, 39; of public libraries, 24, 27, 122-23  
 Counties; number, 45; without library service, 32, 36, 126-27  
 Country, *see* Rural  
 County agents, 32, 44, 86, 115  
 County libraries, 42-48, 145-53; demonstrations, 92, 114-15, 118; establishment, 54-55, 98-99; Great Britain, 87, 94; Hawaii, 80; need, 91; school library service, 71; state aid, 55  
 County nurse, 44  
 County superintendent, 44  
 County unit, 46, 107  
 Cubberley, E. P., quoted, 107  
 Culver, E. M., quoted, 23  
 Czechoslovakia, 87  
  
 Debate material, 57  
 Definitions, 19  
 Demonstrations, 44, 92, 114-19  
 Density of population, 130  
 Deposit stations, *see* Stations  
 Depositories, school library, 69  
 Dewey, Melvil, 111  
 Direct mail service, 34, 56-60, 132-33  
 District meetings, 54  
 Dollar per capita resolution, 25  
  
 Drafting of legislation, 111  
 DuBois, Isabel, quoted, 83  
  
 Education departments, 101; library divisions, 51-66  
 Elementary school libraries, 67-72  
 Endowed libraries, 23, 44  
 England, 87-88, 94, 105  
 Establishment of libraries, 97-99, 102  
 Exhibits, 102  
 Expenditures: education, 24, 77; luxuries, 24; public libraries, 24, 27, 122-23  
 Experiment stations, 93  
 Experiments, 92, 114-19  
  
 Farm bulletins, 34  
 Farm Bureau, 32; and county library, 44; endorses book post, 95; cooperation with, 101  
 Farm journals, 34, 101, 103  
 Farmers' institutes, 35  
 Farmers' Union, 32, 101  
*Farmer's Wife*, 33  
 Federation of Labor, 95  
 Federation of Women's Clubs; cooperation with, 97, 101; endorses book post, 95; endorses county library, 46  
 Field agents; national, 92, 97-99; state, 54; work with Negroes, 78  
 Fiftieth anniversary, 100  
 Folders, 103  
 Ford, Henry, 117  
 Foreigners, work with, 54  
  
 General Education Board, 106  
 Gest, Morris, 93  
 Gifts, 93-94  
 Grain Growers' Association, 32  
 Grange, 32; and county library, 44, 46; endorses book post, 95; cooperation with, 101  
 Great Britain, 87-88, 94, 105  
 Grenfell Association, 79  
 Guam, 83  
  
 Hawaii, 80-81, 84, 87  
 Health demonstrations, 115-16  
 Health surveys, 106  
 High school libraries, 67-72  
 Hirshberg, H. S., quoted, 111  
 Historical libraries, 61, 133  
 Home demonstrators, 32, 115  
 Home libraries, 34-35

- Improvement districts, 48  
 Income, library, 24, 27, 39; by states, 122-23  
 Income tax, 22  
 Indiana Supreme Court, 22  
 Inequalities in library service, 26, 86  
 Information service, 57  
 Institute of Social and Religious Research, 33, 101, 106  
 Institutes, 54, 69  
 Institutions, work with, 54  
 Inter-library loans, 60, 63, 80  
 International Harvester, 101  
 International Health Board, 115-16  
 International Institute, Teachers College, 81, 82, 106  
 Ireland, 88, 94  
  
 Jeanes Fund, 77  
*Journal of Rural Education*, 103  
 Junior Red Cross, 83  
  
 Kellogg, Paul, quoted, 106-7  
 Kolb, J. H., quoted, 39  
  
 Labrador, 79  
 Lantern slides, 58, 102  
 Larger library units, 38-48, 92  
 Larger parish, 117  
 Law libraries: county, 44; state, 61, 143  
 Laws, 110-13; county libraries, 44; school libraries, 68; study, 92-93; tax support, 23  
 League of Library Commissions, 64; co-operation with, 92, 93, 99, 111; Louisiana demonstration, 114  
 Legislative reference libraries, 61  
 Lend a Hand Society, 35  
 Librarians, *see* Personnel  
 Libraries, *see* specific heading  
 Library service, people with, 20, 27; without, 20, 29, 36, 126-27  
 Louisiana demonstration, 114  
 Lowden, F. O., quoted, 32  
 Lowell, J. R., quoted, 5  
 Luxuries, expenditures for, 24  
  
 Magazine publicity, 103  
 Mail order houses, 34  
 Mail service; county, 44; state, 34, 56-60, 132-33  
 Marblehead traveling libraries, 76  
 Maximum tax rate, 23  
  
 Mechanics' institutes, 19  
 Metropolitan areas, 47  
 Metropolitan Life Insurance Company, 116  
 Milbank Memorial Fund, 116  
 Minimum income, 39  
 Minimum tax rate, 23  
 Model legislation, 111  
 Moore, V. B., quoted, 71  
 Municipal libraries, 39-41, 48  
  
 National Committee on Visiting Teachers, 116  
 National Council of Jewish Women, 35  
 National Education Association, 101  
 National Farm Radio Council, 102  
 National Grange Monthly, 103  
 National Tuberculosis Association, 116  
 Navy library service, 83-84  
 Negroes, library service to, 73-78, 154-57  
 Newfoundland, 79  
 Newspaper publicity, 103  
 Newspapers, in farm homes, 34  
 Non-residents, 38, 41  
 Normal schools, 101; libraries, 62, 77, 81  
 North Central Association of Schools and Colleges, 68  
 Number: of county libraries, 44, 145-53; of public libraries, 20, 27, 122-23  
  
 Objectives, 91-92  
 One dollar per capita resolution, 25  
  
 Pacific Northwest Library Association, 80  
 Package libraries, 57  
 Pamphlet material, 57  
 Panama Canal Zone, 82-83, 84, 87  
 Parent Teacher Association, 44; advocates county libraries, 46; aids school libraries, 68, 70; cooperation with, 101  
 Parish libraries: Louisiana, 114; Quebec, 19, 30  
 Per capita figures, 21, 25, 122-23, 126-27  
 Periodical publicity, 103  
 Periodicals, in farm homes, 34  
 Personal publicity, 101-2  
 Personnel, 22, 92; city libraries, 39; county, 44; Negro, 78; school, 69; state, 53-54, 61; village, 38  
 Philippine Islands, 81-82, 84  
 Photostat, 60  
 Pictures, 58, 102  
 Population figures, 122-23, 126-27, 129-31

- Porto Rico, 82, 84  
 Postal rates, 94-95  
 Posters, 102  
 Presbyterian church demonstrations, 117  
 Prices, of books, 39  
 Private subsidies, *see* Subsidies  
 Private support, 22, 68  
 Programs for library development, 91-92, 105-9  
 Provincial, *see* State  
 Public health nurse, 44  
 Public libraries, *see* specific heading  
 Publications, 92, 103  
 Publicity, 100-4; demonstration, 92, 118; state, 54  
 Pupils' reading circle, 69  
 Purnell act, 93  
  
 Radio, 32, 102  
 Rankin, J. O., 34  
 Reading circle, 69  
 Reading courses, 57  
 Reading surveys, 34, 93  
 Recodification, 111  
 Red Cross, 83-84, 106  
 Regional field agents, 98  
 Regions, 47  
 Religious surveys, 106  
 Research fellowships, 93  
 Road demonstrations, 117  
 Rockefeller Foundation, 47, 115-16  
 Roosevelt, Theodore, quoted, 5  
 Rosenwald Foundation, 77  
 Rothrock, M. U., quoted, 73  
*Rural America*, 103  
 Rural conferences, 104  
 Rural library service, 41-47  
 Rural life, 32  
 Rural organizations, 32; and county library, 44; endorse book post, 95; cooperation with, 99, 101  
 Rural people, without library service, 31, 36, 126-27  
 Rural population, 129-30  
 Rural reading studies, 34, 93  
 Rural research fellowships, 93  
 Rural school libraries, 67-72  
 Rural sociologists, 101  
 Russell Sage Foundation, 106  
  
 Salaries, 39, 54  
 Samoa, 83-84  
 Sanitary districts, 47  
  
 Santa Fé R. R., 35  
 School deposits: city, 39; county, 44; Negro, 74-76, 154-57  
 School district public libraries, 41  
 School expenditures, 24-25  
 School laws, 107  
 School libraries, 67-72, 86; county branches, 45; Negro, 77, 154-57; state supervision, 54; territories, 80-83  
 Scott, Almere, quoted, 61  
 Seaboard Air Line, 35  
 Sears Roebuck Agricultural Foundation, 101  
 Seedling road, 117  
 Shut-in Society, 35  
 Small libraries, 38-39, 48  
 Smallest library, 26  
 Smith-Hughes courses, 32, 69  
 Smith-Lever act, 115  
 Social organizations, 101  
 Social surveys, 106  
 Southeastern Library Association, 15  
 Speakers' bureau, 102  
 Spencer, A. L., 95  
 Staff, *see* Personnel  
 Standard Farm Papers, 103  
 Standards: circulation, 21; county library, 45; publicity for, 100; school libraries, 68-69; state authority, 55; tax support, 24; volumes, 21  
 State aid: public libraries, 23, 55; school libraries, 68, 70; study of, 92  
 State archive departments, 61  
 State historical libraries, 61, 133  
 State law libraries, 61, 143  
 State libraries, *see* State library extension agencies  
 State library associations, 15, 91, 97, 99  
 State library extension agencies, 51-66, 132-43; book service, 34, 76-77; demonstrations, 92, 114, 118; establishment, 97-99; need, 86, 91; study of organization, 92  
 State school library supervisors, 69  
 Stations: city, 39; county, 44; Negro, 74-75, 155-57; territories, 80-81, 83; township, 42  
 Statistics, future collection, 93  
 Study outlines, 57  
 Subsidies, 87, 92-94  
 Suburbs, 36, 47; contract service, 41; study of, 92; without libraries, 31  
 Summer library conference, 104

- Summer library schools, 54  
 Supplementary book service, 59-60  
 Support, *see* Endowed libraries, Private support, Tax support  
 Supreme court libraries, 61, 143  
 Supreme court rulings, 5, 19, 22  
 Surveys, 105-9; needed, 92; of reading, 34; territories, 81-82  
  
 Tax support, 22; county, 45, 145-53; help in securing, 98; publicity for, 100; supreme court ruling, 5; units of, 38-48  
 Teacher-librarians, 69  
 Teachers' associations, 101  
 Teachers College, Columbia University, 81, 82, 106  
 Teachers' colleges, 101; libraries, 62  
 Territorial libraries, 80-82  
 Town libraries, 41-42, 48  
 Township libraries, 42, 48, 154  
 Training, 22, 39, 54; for rural libraries, 194; Negro, 78; territories, 81  
 Traveling libraries, 56, 58, 132-33; for Negroes, 76-77; in schools, 71; territories, 80, 82-83  
  
 Uniform legislation, 112  
 Union catalog, 60, 80  
 United Farmers, 32, 101  
 U. S. Bureau of Education, 67, 106  
 U. S. Bureau of Internal Revenue, 22  
 U. S. Bureau of Libraries, proposed, 92, 95  
 U. S. Bureau of Navigation, 83  
 U. S. Department of Education, proposed, 95  
 U. S. Division of Farm Population and Rural Life, 93  
 Units, library, 38-48; experiments, 118; study, 92  
  
 Universal library service, 86-88; Hawaii, 80, 84  
 Universities, expenditures for, 24  
 University extension, 101  
 University libraries, 62-63; territories, 81  
 University library extension, 29, 57, 62, 64; list of agencies, 144  
 Urban people, without library service, 31, 36, 126-27  
 Use of libraries, 21, 27; by states, 122-23; Negro, 76; territories, 80, 81, 83  
  
 Valuations, 131  
 Value of libraries, 5, 91, 100  
 Village libraries, 38-39, 48  
 Villages, without library service, 30, 36, 126-27  
 Virgin Islands, 84  
 Visiting teacher demonstrations, 116  
 Visual education, 58  
 Volumes: in public libraries, 21, 27, 122-23; school libraries, 70  
  
 White, W. A., quoted, 5  
 Wilson, L. R., quoted, 62-63  
 Wisconsin Supreme Court, 5, 19  
 Women's clubs, *see* Federation of Women's Clubs  
 Women's Education Association, 35  
 Women's Institutes, 101  
 Wood, H. A., quoted, 67-68  
 Wyer, J. I., quoted, 61  
 Wyer, M. G., quoted, 105  
  
 Y. M. C. A., 101, 104  
 Y. W. C. A., 101, 104, 116-17  
 Yukon, 79  
 Yust, W. F., quoted, 73, 110  
  
 Zachert, A. B., 84

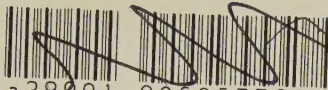


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